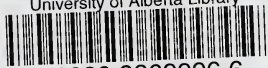


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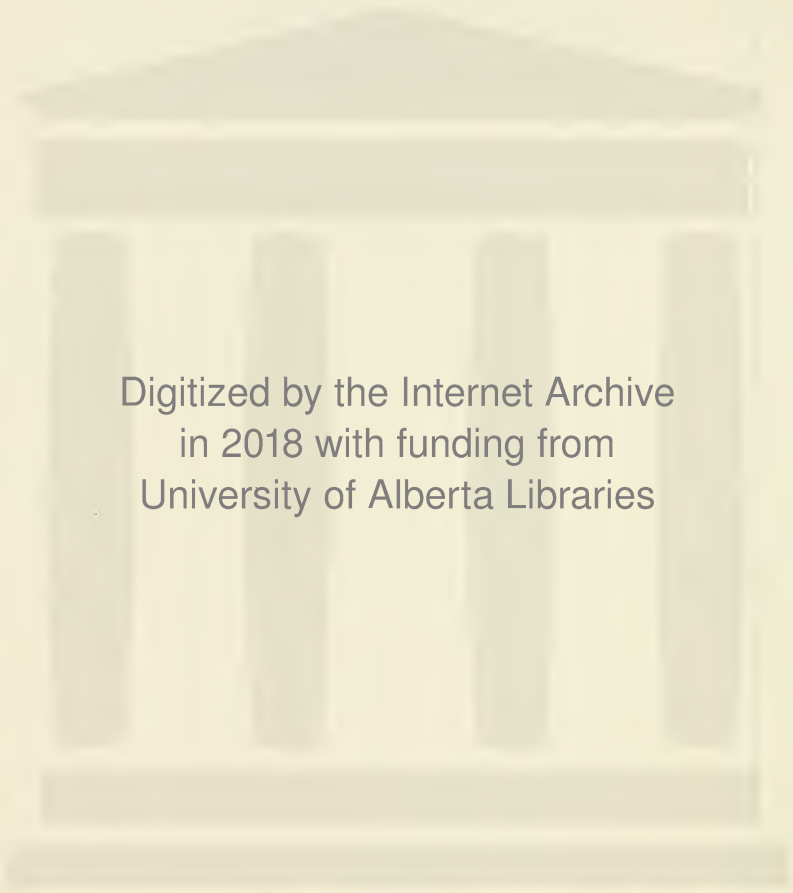
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A HISTORY
OF
THE ALBERTA TEACHERS' ASSOCIATION

"Magistri Neque Servi"

by
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FOREWORD

Since most of the information in the following pages was taken from the A.T.A. Magazine, the writer is indebted to Mr. Eric C. Ansley, M.A., General Secretary-Treasurer, and the Executive Council of the A.T.A. for their kindness in allowing her to make extensive use of their files of the Magazine. She wishes to acknowledge also, the courtesy of Mr. Ronald Gould, General-Secretary of the National Union of Teachers in England, and Mr. Irvin S. Kuenzli, Secretary of the American Federation of Teachers, in sending her information on their organizations.

The writer is deeply indebted to Dr. George E. Misener, first President of the A.T.A., for the details of the founding of the Alliance, and to the late Dr. J. W. Barnett, first General Secretary-Treasurer of the A.T.A., for his interest and encouragement in the planning of this thesis. It is to be regretted that he did not live to write, as he had planned, a history of his organization which would have been filled with interesting and colourful details which this work of necessity lacks. She acknowledges, too, the interest and advice of Dr. M. E. Lazerte, Dean of the Faculty of Education, University of Alberta and at one time President of the A.T.A., and Mr. Raymond E. Shaul, M.A., also a former President of the Association. She is deeply grateful to Mr. M. H. Long, M.A., Professor of History, University of Alberta, for his encouragement and very helpful advice in the preparation and revision of this thesis.

Chapter I

THE FOUNDING OF THE ALBERTA TEACHERS' ALLIANCE

Organization of the teachers of Alberta was, in the words of the late Dr. J. W. Barnett, "the product of rebellion", rebellion against conditions which had developed during the First World War. Education in Alberta was, in some respects, at a very low ebb. The teachers, disgusted with the seeming hopelessness of their position, existing at what was merely a subsistence level and knowing no security in their positions, were leaving the profession in large numbers. The educational authorities, for their part, were exhausting every possible means of keeping the classrooms open. It was fortunate that among the teachers of Alberta there were some who were convinced of the value of their service and who were willing to brave resentment and disapproval and to devote themselves to the difficult task of forming an organization of teachers outside the control of governmental officials. They hoped, by this means, to raise the teaching profession to the position it rightfully deserves and to induce many to remain within the

profession. To some the idea of a professional organization of teachers was not new for they had been members of the National Union of Teachers in England or were at least familiar with its success. They had watched with interest, also, the activities of the recently formed American Federation of Teachers.

At that time the American Federation was still in its infancy. Early in the twentieth century groups of teachers in various parts of the country had become Locals of the American Federation of Labour. For this, since there were no state laws, in most cases, to guarantee them security of tenure, they had become victims of official hostility and many had been black-listed and driven from the profession. The idea of federating these Locals for greater protection seems to have originated in Chicago where, in 1915, there were three A. F. of L. Locals of teachers. With the encouragement of similar groups in some of the larger eastern cities the Chicago Locals, in the face of an attempt by the Chicago Board of Education to have teachers' unions outlawed, proceeded to take the lead in the formation of the American Federation of Teachers.

The first convention of the American Federation

met in Chicago in April, 1916. At that meeting a constitution was drawn up and adopted and the objectives of the movement were set forth. A charter was immediately sought from the American Federation of Labour and was granted in May, 1916. Two years later the President was made a full-time officer and organizer while in the following year, the Secretary-Treasurer was made a full-time permanent official. Through the first decade of its history the Federation followed a very stormy course as a result of official opposition to the principle of the affiliation of teachers' organizations with labour and because of disagreement among the Locals as to the proper course to pursue and even as to the value of a nation-wide organization.

Nevertheless, from 1916 to 1921 the Federation showed remarkable growth. At the time of its formation there were eight charter Locals with a membership of about 2800 and by 1920 this had increased to one hundred and forty Locals with a membership of about twelve thousand. During the same period, however, a number of larger Locals, including the original Chicago group, had broken away, mainly because of the continued

opposition by the Boards of Education. There followed a period of decline and disintegration, from 1921 to 1927, when at the lowest point only twenty per cent of the charters remained operative. The depression years which followed brought a renewed interest in the Federation and its membership increased gradually until, in 1934, there was a membership of over 9500 in seventy-five Locals. Although its numbers and prestige have continued to grow, the Federation has never succeeded in winning the support of all the teachers' organizations and it has thus been handicapped in its struggle to secure what has been called a "New Deal" for teachers.¹

The National Union of Teachers in England, on the other hand, had been organized as early as 1870 and had long been well established. Originally its membership had been restricted to elementary teachers only but after 1889 it included those of all groups. By 1917 its membership was well over one hundred

1. Robinson, Aileen W., "A Critical Evaluation of the American Federation of Teachers" (Chicago, 1934).

Sticker, Freeland G., "Early History of the American Federation of Teachers." (Manuscript obtained from A. F. of T.)

thousand, organized in Local Branches and larger County Associations. There were also a number of other special organizations in public and secondary schools such as the Incorporated Associations of Head Masters and of Head Mistresses and similar groups for assistants. The National Union was, however, the largest and strongest and was gradually drawing members from the others. It had made some real progress through the establishment of a retirement scheme in the Teachers' Provident Society and through the Teachers' Benevolent and Orphan Fund. It also offered legal advice and protection to its members and exercised considerable influence in the administration of elementary education, the training of teachers and the establishment of professional standards. It had even taken an active interest in politics, in some cases supporting and electing its own candidates for membership in Parliament.

A vigorous campaign in 1913-14 had resulted in improvements in at least fifty per cent of the salary scales then in existence and a similar campaign conducted in 1919 through the National Union's members in Parliament brought a grant for improvements in

teachers salaries of over £3,000,000. Representatives of the N. U. T. have acted on the permanent Burnham Committee on Teachers' Salaries set up by the government in 1919 and throughout the following years they have done much to sustain salaries at a reasonable level. The growing strength of the National Union is shown by the fact that in 1946 its membership was 167,000, approximately seventy-five per cent of the teachers of England.¹

This progressive teachers' organization in Britain seems to have served as the model for the Alberta Teachers' Alliance both in its constitution and in the formation of its policies. Although the Alberta association adopted some of the terminology of the American Federation in the establishment of Locals and later Sub-Locals, and was for a time forced

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1. Encyclopedia and Dictionary of Education. Edited by Foster Watson, London, Sir Isaac Pitman Sons, 1921, Vol. III, p. 1156.
 - Cyclopedia of Education. Edited by Paul Munroe, New York, McMillan and Company, 1913, Vol. IV, p. 384.
 - The Year Book of Education, 1932, London, Evans and Company, 1932, p. 279.
 - Action and Achievement, 1945-46. p. 4. Publication of N.U.T. (London, 1947)
 - Teachers' Unions in England, France and the United States. Irvin R. Kuenzli. Pamphlet published by American Federation of Teachers (Chicago).

to use organizers in the extension of its membership, it steered its course away from any affiliation with organized labour, toward the goal of a purely professional association recognized by the government.

There were in Alberta at the time of the founding of the Alliance a number of organizations of teachers, existing chiefly for social and educational purposes but assuming no official capacity to act for the teachers in general. They were found, for the most part, in the cities but in the rural areas, where there was the greatest need for organization, the individual teachers were left to their own devices. Their only means of contact was in the Fall Conventions or Institutes, organized under the Department of Education by the School Inspectors for the purpose of instruction or discussion. They afforded no opportunity to the teachers to act as a body on their own behalf. The only general organization was the Alberta Educational Association, under the control of the Minister of Education, whose membership was not restricted to teachers. Although it took an active interest in their welfare and problems it had no power to act for their protection. None of these bodies was of the

nature envisioned by the promoters of the Alliance but they afforded the opportunity to take the first steps toward its formation.

The first attempt to form a province-wide teachers' organization was made at the Convention of the Alberta Educational Association held in Edmonton in 1916. Mr. George Gorman, Inspector of Schools, Calgary, in a resolution adopted by the Association, was named to act as President and to take the preliminary steps in the formation of a teachers' organization.¹ Nothing came of this first move and accordingly in the Convention held in the First Baptist Church in Calgary, during Easter Week of the following year, Mr. George Misener, at a very stormy session and in the face of bitter opposition, succeeded in gaining the floor and brought forward a motion which was adopted by the meeting and which started the Alliance once more on its way.¹ In a motion adopted by the Association Mr. Misener, who was Principal of H. A. Gray Junior High School in Edmonton, and Mr. C. S. Leppard,

1. Dr. George Misener, Conversations with the writer.

Principal of Ramsay School in Calgary, were named President and Vice-President of the new organization. These two were given authority to choose a Secretary-Treasurer and instructed to take such steps as were necessary to organize the teachers of the Province. A small grant was made by the Alberta Educational Association to defray preliminary costs and the drafting of a suitable constitution was left to the two officers.¹ They in turn chose Mr. J. W. Barnett of Strathcona High School, Edmonton, as Secretary-Treasurer and future years were to prove the wisdom of their choice.² Faced with the problem of persuading the various teachers' organizations to join the new association and running the risk of official resentment, Mr. Misener turned all his energy and ability to what he regarded as a trust and it was chiefly through his efforts that the Alberta Teachers' Alliance came into being.

The First Annual General Meeting of the Alliance was held in the First Presbyterian Church in Edmonton,

1. A. T. A. Magazine, Vol. I, Jan., 1921. p.16.

2. Dr. George Misener, Conversation with the writer.

April 2, 1918. So well had the executive officers laid their plans that it took only two short sessions to dispose of all the important business. Various amendments to the proposed constitution were adopted and a resolution to take immediate steps to seek incorporation was carried. Plans were made also to send a delegation to the Government to press for the publication of a directory of teachers and schools in the Province, the authorization of a form of contract to give security of tenure to the teachers, and the establishment of a satisfactory scheme for teachers' pensions. Arrangements were made for the drafting of a Code of Honour or Professional Etiquette to be presented at the next Annual Meeting.¹ At this session also, Mr. Misener was re-elected President and Mr. T. E. A. Stanley, Principal of South Calgary High School, Calgary, was chosen Vice-President. Following the instructions of the meeting, the association was registered and incorporated on June 24, 1918, and a request was immediately made for a corporation seal

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1. An interesting sidelight on this meeting is that the membership fee for 1917-18 was fixed at only thirty-five cents. Although this fee was increased the following year to from \$5.00 to \$10.00, depending upon the salary of the member, it has remained relatively low. At the present time the fee ranges from \$8.40 to \$15.60 per year.

bearing the words "Alberta Teachers' Alliance".^{1,2}

The Second Annual General Meeting of the A.T.A.³ was held in the Public Library, Calgary on April 19, 1919. The Alberta Educational Association did not meet that year but an appeal from the Executive of the Alliance brought together representatives of all the existing Locals and the Annual General Meeting was able to proceed without involvement in the sessions of the Educational Association. This independent procedure has been regarded by many as marking the establishment of the A.T.A. in fact as well as in name.⁴

At this Second Annual Meeting dissatisfaction was voiced over the inadequate representation on the Executive Council of some of the rural areas. Accordingly a committee was appointed to make arrangements for a fairer distribution of representation. Another

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1. Minutes of the First Annual Meeting (hereinafter designated as A.G.M.) of the Alberta Teachers' Alliance, April, 1918.
 2. Dr. George Misener, conversation with the writer.
 3. It became customary to speak of the Alliance as the A.T.A. and this abbreviated form will be used in the following pages.
 4. Dr. George Misener, conversation with the writer.

committee was named to report later in the session on a suggested provincial salary schedule. When this report was presented, however, it was felt to be unsatisfactory and it was decided to instruct the Executive to appoint another committee to meet in the following July and prepare a suitable schedule for submission to the Locals through the Executive.

Although a spirit of moderation was apparent in all the discussions, it was also evident that the Alliance had already adopted some definite policies which, as it will be seen, were to be pursued with determination through the ensuing years. Thus, a resolution was adopted calling upon the Locals to request from their various School Boards, permission to send representatives to their meetings who would have the right to take part in discussions but not to vote. This was the first demand for representation, a demand which was to be repeated persistently throughout the following years. Since no satisfactory reply had been received from the Government to the request for an improved form of contract plans were made for the preparation of a model form to be presented to the Locals for their approval. Thus began the struggle for security of tenure. It was

also at this meeting that 'preliminary steps were taken toward the formation of a federation of all the teachers' organizations in Canada, steps which were to result ultimately in the establishment of the Canadian Teachers' Federation. When, at this meeting of the Alliance, Mr. Misener withdrew from the Executive Council in order to pursue post graduate studies in education, he could feel that he had performed the task entrusted to him two years before and that through his vigour and his enthusiasm the Alberta Teachers' Alliance was set squarely on its way.¹

Another interesting trend of policy was seen in this Second Annual General Meeting. At one of its sessions Mr. A. Farmilo, an organizer for the American Federation of Labour, addressed the delegates and invited the Alliance to affiliate with the A. F. of L., promising them the support of his organization in any further problems. Although there was some support

1. Mr. Misener had registered with the first class in the University of Alberta, graduating in Arts in 1912 and in Theology in 1913. He attended Camrose Normal School in 1915. He was awarded his M.A. by the University of Alberta in 1922 and from then until 1927 did post graduate study toward his B.Paed. and D.Paed. in the University of Toronto.

for affiliation among the delegates and a resolution was introduced proposing a referendum on the matter, it was so amended that its purpose was lost. Instead the General-Secretary was instructed to prepare a report on the question of affiliation with labour but as no further steps were taken the issue was effectively shelved. This was in keeping with the future policy of the A.T.A. for although it has maintained cordial relations with organized labour it has avoided affiliation and has pursued a course toward a purely professional association unbound by any ties with labour or any political party.¹

The first constitution of the Alliance, as it grew out of the resolutions and discussions of these earliest meetings, envisaged a membership that would ultimately include all the teachers of the Province. Thus anyone who had been actually teaching in the Province during the twelve months preceding affiliation, in any educational institution supported by Dominion, Provincial or Municipal taxation, was made eligible for membership. To this there was one exception, "permit" teachers were barred from joining.² Members were to be organized in

1. Minutes of the Second A.G.M. of the Alberta Teachers' Alliance, April, 1919.
2. By "permit" teachers was meant those who were given special permission by the Department of Education to teach in specified schools but who had no training as teachers other than a Grade XI or Grade XII High School standing.

Local Alliances, any six teachers being permitted to form such a Local with the consent of the Executive Council. Every Local was to have an Executive Committee made up of a President, Vice-President and Secretary-Treasurer, elected annually. The list of officers was to be reported to the Executive Council of the Alliance. This body, the administrative organ of the Alliance, was to consist of nine members: the President, Vice-President, the General Secretary-Treasurer, the immediate Past-President, and five District Representatives. The General Secretary-Treasurer was to be appointed by the Executive Council but all the other members were to be elected by the Annual General Meeting. The policies of the Alliance were to be dealt with by the Annual General Meeting which was to be held during the annual convention of the Alberta Educational Association. The delegates to the meeting were to be members in good standing selected by the Local Alliances on the basis of numbers. Thus a Local of ten or less could send one delegate, one of from eleven to twenty-five members could choose two delegates and Locals of over twenty-five could elect one additional delegate for every twenty-five or fraction

thereof. Probably because of the nature of the organization with its scattered membership, more than usual power was placed with the Executive Council which according to the Regulations was to conduct the business of the Alliance and could exercise any power not specifically vested in the Annual General Meeting. Amendments to the constitution, proposed by the Local Alliances to the Executive Council, could be made after approval by a vote of a two-thirds majority of the members and confirmation by the Annual General Meeting.¹

The first constitution outlined the purposes of the Alberta Teachers' Alliance as being:

- (a) To advance and safeguard the cause of education in the Province of Alberta.
- (b) To raise the status of the teaching profession in the Province of Alberta.
- (c) To unite the members of the society in an association for their mutual improvement, protection and general welfare.
- (d) To bring about united action on any matter of common interest to the teachers in the educational

1. The Alberta Teachers' Alliance Constitution. A.T.A. Magazine, Vol. I, Sept.-Oct. 1920, p.15.

institutions of the Province of Alberta which are supported by Dominion, Provincial or Municipal taxation.

- (e) To co-operate with teachers' organizations in the other Provinces of the Dominion having the same or like aims and objects.¹

The intention of this study is to trace the activities of the A.T.A. in the achievement of these purposes and to follow its development through the course of some thirty years into one of the most progressive and successful teachers' organizations in Canada.

1. The Alberta Teachers' Alliance Constitution. A.T.A. Magazine, Vol. I, Sept.-Oct., 1920, p.15.

Chapter II

THE GROWTH IN MEMBERSHIP

The faith of the small group who founded the Alliance was soon justified by its rapid growth in membership. At the Annual General Meeting held in March, 1921, the General-Secretary, J. W. Barnett, was able to announce that the membership already represented sixty-five per cent of the teachers of the Province. It included almost all the teachers in the cities and larger towns but it had been found difficult to gain the interest and support of the teachers in the rural areas. In securing this the problem was chiefly one of organization for it was sometimes almost impossible to get into contact with teachers in outlying areas and to induce them to organize with others in similar circumstances. The large fall conventions had made it possible to meet a number of these prospective members but further contacts were necessary to secure and retain their support. The change carried out by the Department of Education from large conventions to smaller district institutes, as they were called, rendered the task of organization

still more difficult.¹

In view of these problems the Executive, in the autumn of 1919, had decided to employ an organizer whose duty it would be to visit teachers' meetings whenever and wherever possible and bring them within the organization.² The difficulty of financing such an office had been met by the support of the teachers in Edmonton and Calgary who were only too willing to sign notes needed to borrow the money from a bank. Mr. J. W. Barnett, who, as already noted, had been acting as Secretary-Treasurer since 1917, was also appointed Provincial Organizer at an initial salary of \$1250.00 a year. At the Annual General Meeting of 1920, a resolution was adopted providing for the employment of a full time General-Secretary and Mr. Barnett was appointed permanently to office on July 1 of the same year.^{3,4} His salary for the combined offices amounted to a little over \$2500.00 a year.⁵ He was now able to devote his

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1. Report of the General-Secretary to the A.G.M., A.T.A. Magazine, Vol. II, May, 1922, p.40.
 2. Handbook of the Alberta Teachers' Association, 1947, p.11.
 3. Report of the Annual General Meeting, April, 1920, A.T.A. Magazine, Vol. I, June, 1920, p.25.
 4. Handbook of the Alberta Teachers' Association, 1947, p.11.
 5. Financial Statement, Year Ending Easter 1921. A.T.A. Magazine, Vol. I, April-May 1921, p.20.

entire time to organization and the general affairs of the Alliance. The wisdom of this choice was soon apparent and indeed much of the success of the A.T.A. can be attributed to his devotion and perseverance.

Through the enthusiasm of a number of members in the larger centres, it was found possible to have representatives of the A.T.A. present at almost every Fall Convention even though these were often held simultaneously. As a result the General-Secretary was able to announce, each year, a large growth in membership, in spite of difficult post-war financial times and the necessity of higher fees to meet increasing costs. The policy had also been adopted of enrolling Normal School students as provisional members at a very low fee and in most cases they remained loyal to the Alliance when they obtained their full status as teachers.¹

At the Annual General Meeting in April, 1922, a resolution was passed which provided for the setting up of a committee to investigate ways and means of "initiating and propagating a vigorous membership campaign".

1. Report of the President, A.G.M., Easter, 1920.
A.T.A. Magazine, Vol. I, June, 1920, p.13.

This committee was to report before the close of the session and the A.G.M., as it had come to be called, was to consider its suggestions and take appropriate action.¹ The discussion on the resolution brought references to "vicious propaganda" directed against the teachers' organization. Mr. Barnett had made pointed reference to it in his report to the preceding A.G.M. The A.T.A. he said had been subjected to **very serious** and at times vicious attacks by the press and from the public platform. He referred to attacks in the larger newspapers, with the exception of the Calgary Albertan, and especially to a speech made by the Minister of Education, the Honourable George P. Smith, before a joint meeting of the Inspectors and Normal School instructors.^{2,3} Three outstanding members, T. E. A. Stanley, H. C. Newland and J. W. Barnett, had been selected for especially bitter attack being described as a "handful of radicals" who were "knowingly misleading" the teachers of the Province. As these attacks had been repeated in many of the newspapers of the Province and had served to deter

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1. Report of the Proceedings of the A.G.M., April, 1922, A.T.A. Magazine, Vol. II, May, 1922, p.13.
 2. Report of the General-Secretary, April, 1922, A.T.A. Magazine, Vol. II, March, 1922, p.19.
 3. Policy of the Executive, A.T.A. Magazine, Vol. I, February, 1921, p.254.

some of the younger teachers from joining the Alliance it was felt that some decisive steps must be taken to bring before the teachers and the public the true nature of the A.T.A. It was partly for this reason then that the above mentioned membership committee was formed and brought forward its report to the A.G.M. then in session. It presented three major proposals:

1. That a competition in securing new members be organized among the Locals.
2. That the Executive be empowered to encourage the organization of Provisional Locals with as low a membership as three and that these Locals be represented at the A.G.M. on the basis of one delegate for at least six members, if necessary representing two Locals.
3. That the Executive divide the Province into districts for the purpose of more thorough organization and endeavour to secure suitable teachers who would be willing to devote a portion of their time to securing new members on a commission basis.

With a view to carrying out these proposals, the Executive

took steps to get into touch with persons who would be prepared to act as organizers. Secretaries of the Locals were requested to place the matter before their various groups for the purpose of suggesting to the General-Secretary the names of persons suitable and willing to carry on this work. At the next Executive Meeting of December, 1922, the General-Secretary was able to report another substantial increase of over five hundred members.¹

The report of the General-Secretary, however, at the following A.G.M., March, 1923, indicated that although these less formal methods were getting some results they were not sufficient.² Accordingly, a resolution was adopted which empowered the Executive to employ an organizer or organizers at certain suitable times during the year.³ Two years later the Executive adopted the policy of keeping organizers in the field on a commission basis and although the costs appear to have been high the results seem to have justified this policy. The President announced at the Annual General Meeting of 1926 that all records in membership growth

1. A.T.A. Magazine, Vol. III, January, 1923, p.5.

2. Report of the General-Secretary, A.G.M., March, 1923, A.T.A. Magazine, Vol. III, April, 1923, p.13.

3. Report of the A.G.M., March, 1923. A.T.A. Magazine, Vol. III, April, 1923, p.18.

had been broken.¹ This growth continued until in 1930, in spite of very poor economic conditions among the rural teachers, as a result of the beginning of the great depression, the total membership exceeded three thousand. This made the A.T.A., with the exception of the Federation of Women Teachers of Ontario, the strongest organization of teachers in Canada.²

At the Annual General Meeting of 1934 a resolution was adopted unanimously which, in its ultimate results, may be regarded as one of the most important resolutions ever adopted by that body. A plebiscite of all the teachers of the Province was to be taken as to whether or not they favoured legislation to give the A.T.A. full professional status with compulsory membership of all the teachers employed in public schools in the Province.³ When the matter was submitted to the teachers the result was so overwhelmingly in favour of the proposal that it seemed almost useless to have expended the money and effort in carrying out the plebiscite. Accordingly

1. A.T.A. Magazine, Vol. VI, April, 1926, p.9.

2. A.T.A. Magazine, Vol. V, May, 1930, p.5.

3. A.T.A. Magazine, Vol. XV, October, 1934, p.1.

in January, 1935, a delegation from the Alliance, led by President E. J. Thorlakson, presented the proposal to the Government and with it a draft form of the bill to establish statutory membership. Premier Brownlee's only cause of hesitation seemed to be the possibility of the extra cost to the Government in administering the act. The delegates assured him that the A.T.A. would be prepared to assume any extra cost entailed. With this understanding an Act known as "The Teaching Profession Act" was introduced in the session of the Legislature of the same year.¹ The Act embodied all the proposals made by the Alliance, but the compulsory membership clause met with very serious opposition especially from members of the Legislature who belonged to other professional groups. Of these only three who were members of the legal profession, supported the main principle of the bill. An amendment which deleted the compulsory membership clause was passed by a very narrow majority of three and the Teaching Profession Act, thus amended, became law.² The Alliance, which under the act became "The Alberta Teachers' Association", was bitterly dis-

1. A.T.A. Magazine, Vol. XV, February, 1935, p.6.

2. A.T.A. Magazine, Vol. XV, May, 1935, p.3.

appointed with the fate of the compulsory membership clause, but felt that at least one important gain had been made, for the Alberta Teachers' Association had received full statutory recognition as a professional body.

With the victory of the Social Credit party in the provincial elections of 1935, which brought many teachers into the Legislature and placed one of them, the late William Aberhart, at the head of the government, the tide seemed to turn in favour of the A.T.A. In the first session of the new Legislative Assembly, in the Spring of 1936, the Teaching Profession Act was amended to make membership in the Association compulsory. The amended clause now read as follows:

"All persons carrying on the profession of teaching in any institution of the Province of Alberta, supported by provincial or municipal taxation, which maintains a department for giving instruction in the courses of study for elementary, secondary or technical schools, under the jurisdiction of the Department of Education of the Province of Alberta, shall as a condition of their employment be members of the Association."¹

Some further amendments were later made to clarify the

1. The Teaching Profession Act and Amendments thereto.
A.T.A. Handbook, 1947, p.15.

position of Normal School instructors and members of the Faculty of Education in the Association and to bring members of the Roman Catholic religious orders, teaching in the schools of Alberta, into individual membership. The Teaching Profession Act, so amended, remains still the constitutional basis of the Alberta Teachers' Association and through its enactment the A.T.A. became the second professional teaching group in the British Commonwealth to obtain statutory membership.¹

One other important feature of the Act must be noted. Along with requiring compulsory membership, it also gave to the Association the power to discipline its members and provided for a committee to exercise this function. By-laws relating to discipline, also, could be made by the Association, subject to the approval of the Lieutenant-Governor in Council, and through these By-laws the Association could ensure truly professional conduct on the part of its members. Provision was also made for appeals against the decisions of the Discipline Committee.² Here, at long last, was the fulfillment of

1. Alberta Teachers' Association Handbook, 1947, p.15.

2. Teaching Profession Act and Amendments. A.T.A. Handbook, 1947, p.18.

one of the chief aims of the original Alliance, an association of one hundred per cent statutory membership with power to discipline its own members. All the money and effort which had hitherto been spent in winning new members could now be turned to other important purposes, to the achievement of a true profession not only in name but also in fact and to the advancement of the cause of education in Alberta.

Chapter III

THE ATTAINMENT OF RECOGNITION

One of the earliest and most persistent problems of the Alliance was the refusal of official bodies to give to the Alliance recognition as the organization representing the great body of the teachers of Alberta. Until such recognition was forthcoming it was felt that the Alliance had fallen short of one of its chief purposes, that of affording the teaching profession its proper economic and social status. On the part of School Boards the obstacle was chiefly their refusal to recognize the Alliance as the official agent of all the teachers who came within the organization. This attitude on the part of the Boards was founded largely upon fear, fear of the consequence of meeting in **discussions** representatives of the Alliance who would be much more formidable in debate than the individual teacher, and fear of the possibility of coming into conflict with the whole strength of the teachers' organization. On the other hand, the problem of recognition by the Department of Education was more serious, for the Alliance felt that recognition by that body involved at least

two very important things, recognition of the Alliance as the rightful agent of the individual teacher in all disputes, and recognition of the Alliance as a professional organization with a right to representation on all bodies dealing with matters of education in the Province.

The School Boards of the cities and larger towns, being composed mainly of professional and business men, did not entertain the same distrust as did the rural Boards of the Alliance as the bargaining agent for the teachers and very soon recognized the convenience to themselves of dealing with the organization rather than the individual teacher, especially in matters of salary schedules. Accordingly many Boards asked that all matters relating to salary be laid before them by representatives of the Alliance. In 1920, the Edmonton School Board went a step further and requested that representatives of the Public School and High School Locals attend all meetings of the Board and of its School Management Committee. In the same year the Annual General Meeting of the Alliance passed a resolution requesting School Boards to admit representatives of the Alliance as non-voting members of their body. When the question was

raised as to the legality of having teachers serve on the Board which hired them, the difficulty was avoided by having the Edmonton School Board give a standing invitation to the Alliance to send representatives.¹

The School Board of 1921 rescinded this motion of the former Board on the ground that it was not within the power of the Board.² This action and the refusal of the Board to enter into collective bargaining on a new salary schedule with the Edmonton High School Teachers' Alliance led to a strike of the Edmonton High School teachers.

In all, seventy-four members of the Edmonton High School Teachers' Local Alliance were on strike for the two weeks from Monday, April 18, to Monday, April 28. During the first week public opinion seems to have been against the strike, influenced, no doubt, by the hostile attitude adopted by the Edmonton Bulletin and the fear of the effect of the disruption upon the success of the High School students in the approaching final examinations. The Edmonton Journal, on the other hand, assumed a more

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1. Newland, H. C. , "Teacher Representation and the Model Agreement." A.T.A. Magazine, Vol. I, June, 1920, p.17.
 2. A.T.A. Magazine, Vol. I, March, 1921, p.5.

conciliatory view and succeeded in swinging public opinion gradually toward sympathy with the teachers. In response to a petition of ratepayers, Mayor Duggan arranged for a mass meeting on the second Tuesday at which the views of the teachers and of the School Board were placed before the public. A resolution was adopted at the meeting requesting the teachers and the School Board to "get together" and try to reach an agreement. Meanwhile also, a joint committee of the Trades and Labour Council and the Edmonton Board of Trade had asked representatives of the Alliance and of the School Board to meet them and clarify the points at issue. As a result negotiations were begun to end the strike. The outcome was the establishment of a Conference Committee of the Board to meet representatives of the Alliance to discuss matters which the teachers wished placed before the Board, and the agreement that representatives of the Alliance, in their capacity as citizens, should attend all meetings of the Board or the Management Committee and should receive copies of the agenda and informal notice of the meetings. The salary dispute was left to the Conference Committee.

Here was a measure of recognition in one important school district.¹

In a Manifesto presented to the Minister of Education in September, 1921, the Alliance again requested, among other things, that the School Ordinance be so amended as to make attendance of teachers' representatives at School Board meetings legal, but for the time being nothing was done.²

Unfortunately, relationships between the Department of Education and the Alliance had been unsatisfactory from the beginning. The Minister of Education, the Honourable George P. Smith, viewed with suspicion the actions of the teachers in forming an organization of exclusively teacher membership and was very loathe to recognize it as an official organization. It was unfortunate too that the Alberta Trustees' Association, formed about the same time as the Alliance, took for the most part the same attitude as the Department of Education. The result was that in many of the early

1. A.T.A. Magazine, "The Edmonton Strike." April-May, 1921, p.3.

2. A.T.A. Magazine, Vol. II, Oct., 1921, p.3.

disputes between the School Boards and the teachers, the question of the right of the Alliance to act for its members was a major issue. One of the most outstanding of these cases was the dispute with the Blairmore School Board which centred around the right of teachers to collective bargaining through their Local of the Alliance.¹ Although judgment in the original court and also in the appeal court went against the teachers, in one important respect the ultimate result favored the Alliance for it proved to School Boards and other interested groups the solidarity of the teachers' organization. School Boards found themselves forced to recognize the Alliance as an effective organization in protecting its individual members. In this connection, too, the publication of the so-called "Black List", in the A.T.A. Magazine as a warning to members of the Alliance, proved an effective method of dealing with School Boards who treated teachers unfairly.

Much of the controversy, to be dealt with later, which centred upon a satisfactory form of a contract, arose from the demand of the Alliance that in matters

1. A.T.A. Magazine, Vol. VI, July, 1925 pp. 13-15, also October, 1925, p.15.

of dispute between teachers and School Boards, the teachers should have the right to be represented at any meeting by an "agent", obviously a member of the Alliance. Actually the demand was never fully satisfied as long as the law provided for individual contracts between teachers and School Boards. It is true that in some cases, representatives of the Alliance succeeded in gaining permission from the School Boards to appear before them on behalf of individual teachers but the trustees were, for the most part, unwilling to have this right written into the contract form. The result was that many minor cases were taken before the courts which might have been settled by discussion in School Board meetings. In these court cases the Alliance was able to act for the teacher but the method proved costly to both Alliance and School Boards. The Alliance continued to press for the right to act as agent for the teacher until in 1937 with the passing of the Teacher Tenure Act, to be dealt with later, the need for such a right disappeared.

Recognition of the Alliance by the Department of Education in other matters was achieved only gradually.

From the outset the organization had claimed the right to representation on any committee dealing with matters of education. At first this demand was ignored but with the change of government after the election of 1921 and the consequent appointment of a new Minister of Education, the Honourable Perren Baker, some change in policy was seen. Representatives of the Alliance were invited to attend meetings of the committee for the revision of the High School Curriculum and to place before them the opinions of the membership at large on that important matter.¹ In 1923, following a meeting of the Executive of the Alliance with the Minister of Education, further recognition was obtained. It was agreed that a representative, nominated by the Alliance, would be appointed by the Minister as a member of the High School and University Matriculation Examinations Board.² This policy was continued until, in 1939, there were representatives of the Alliance on the following important committees of the Department of Education: the High School and University Matriculation Examinations Board, The Committee on Examinations, the Radio Committee, the Committee on Certification, the Revision Committee, and

1. A.T.A. Magazine, Vol. II, October, 1921, p.7.

2. Ibid, Vol. III, February, 1923, p.9.

the Committee on Re-Draft of School Grants.¹ The Certification Committee was set up in 1939 but without statutory recognition. It consisted of representatives of the University, the Department of Education and the Alliance. In 1944, by the same Orders-in-Council which provided for the Faculty of Education in the University of Alberta to assume full responsibility for teacher training, this Certification Committee became the Board of Teacher Education and Certification. This Board was to consist of five representatives of the University, five of the Department of Education, and three of the Alberta Teachers' Association.²

Recognition of the Alliance by the University of Alberta, as the official organization of the teachers, was regarded as a most important step toward the attainment of its rightful position in matters of education. When in 1928 plans were being made for the establishment of the School of Education as a training school for teachers within the Faculty of Arts and Science, the Alliance was invited to send two representatives to sit with the Senate Committee on Education.³ Dr. M. E. Lazerte, a member of the A.T.A., who had done valuable

1. A.T.A. Magazine, Vol. XIX, May, 1939, p.5.

2. A.T.A. Handbook, 1947, pp. 13,14.

3. A.T.A. Magazine, Vol. IX, Dec., 1928, p.16.

work with the Alliance Bureau of Research, was named Supervisor of the School of Education. It was during his term of office as President of the A.T.A., that the Executive of the A.T.A. approached the President of the University with a view to having a representative of the A.T.A. appointed to the Senate of the University and also to the Liaison Committee of the School of Education, a joint committee of the University and the Department of Education whose purpose was to assure complete co-operation and harmony in the matter of teacher training.¹ At the following Convocation in May, 1937, Dr. W. A. Kerr, President of the University, announced that the Senate had approved by an unanimous vote, the affiliation of the Alberta Teachers' Association with the University and had agreed that the organization be represented on the University Senate. As a result, Dr. Geo. D. Misener, who had been first president of the Alliance, was appointed as A.T.A. representative on the Senate, for a period of three years.²

In a brief presented to the University Survey Committee in December, 1941, the A.T.A. placed before the committee a recommendation that there be established

1. A.T.A. Magazine, Vol. XVI, May, 1936, p.24.
2. A.T.A. Magazine, Vol. XVII, June, 1937, p.1.

a Faculty of Education for training High School teachers and a suggestion of the type of instruction which such a Faculty should offer. The brief also repeated the request that there be a representative of the Association on the Liaison Committee of the University and the Department of Education.¹ The establishment of a Faculty of Education had been advocated by the A.T.A. for many years as a part of its programme for improved professional training and it was therefore with great satisfaction that the A.T.A. greeted the establishment, in May, 1942, of a full-fledged Faculty of Education with Dr. M. E. Lazerte, Past-President of the A.T.A., as the first Dean of the Faculty. It was felt that this was a recognition of the teaching profession as being on a par with the legal and other learned professions, an ambition which teachers had long entertained.

1. A.T.A. Magazine, Vol. XXII, Dec., 1941, p.7.
2. Ibid., Vol. XXII, May, 1942, p.16.

Chapter IV

THE STRUGGLE FOR FINANCIAL SECURITY

In speaking to a meeting of the Alberta Educational Association early in 1920, President T. E. A. Stanley declared that the first specific task of the Alliance was to win for teachers "their proper social and economic position".¹ Obviously this would not be accomplished until the organization could gain for its members a higher degree of financial security through continuous contracts, more adequate salaries and satisfactory pensions. The earliest efforts of the A.T.A. were therefore devoted strenuously to these ends, to such an extent in fact that its opponents pointed to these as the only real aims of the organization. Although considerable stress was laid on the question of higher minimum salaries, the first consideration was to gain a form of contract which would guarantee to the teacher a reasonable degree of security. It is impossible to separate this question entirely from that of recognition of the Alliance for all its demands put forward at various times involved that of the right of the teacher to be

1. A.T.A. Magazine, Vol. I, June, 1920, p.13.

represented in all disputes with a School Board by an agent, presumably a member of his association.

The Form of Contract

When the organization was first formed the position of the teacher under the existing form of contract was, to say the least, precarious, subject to the whims of small School Boards and to the attacks of petty local gossip and jealousies. At the Annual General Meeting of Easter, 1918, a resolution was passed empowering the Executive to prepare a model form of agreement and to ask the Department of Education to make certain changes in the School Ordinance which would provide for greater security of tenure for the teacher. Although the President and the General-Secretary acted upon these instructions, they were not able to obtain anything definite from the officials of the Department. Accordingly, at the Annual General Meeting of the following year, the Executive was instructed to have its solicitors prepare a model form of agreement which was to be submitted to the Locals for their approval. Acting upon these instructions the Executive prepared and distributed

1. Newland, H.C. Chairman of the Law Committee, Report to the A.G.M., April, 1920. A.T.A. Magazine, Vol. I, June, 1920, pp. 17-19.

to the Locals a model form of contract, which did not violate, according to legal advice, any of the provisions of the School Ordinance or of the Regulations of the Department of Education. Some of these agreements were signed between School Boards and teachers. The Department of Education, however, refused to accept this form and issued instructions to the School Boards to the effect that the only legal form of contract was that approved by the Minister. This action on the part of the Government was regarded by the A.T.A. as highly unfair and they continued to press for further discussions with the Department. Following another interview with the Honourable George P. Smith, Minister of Education, officials of the A.T.A. were allowed to put their case before the Executive Council. At this meeting they received definite promises that a new form of contract would be prepared which would include at least three of the demands put forward by the teachers, namely, the self-renewing feature of the form already proposed by the A.T.A., provision for a salary schedule and a security clause. When, however, the new form did appear the Alliance was disappointed to find that it had not been granted the security clause for which it had asked. In

this new form provision was made for an enquiry before dismissal but no recognition was given to the principle that the teacher should be permitted to be represented at such a meeting by an agent. In other words, the Department of Education was not yet willing to recognize the A.T.A. as the official organization and bargaining agent of the teachers. Nevertheless the latter felt that they had gained some valuable ground.¹

The Alliance continued to press for further amendment to the official form of contract and the amendment which it had proposed was widely publicized. Locals were urged to insist upon the inclusion of Clause V in every contract, that is the clause proposed by the Alliance which gave to the teacher the right to be represented by an agent at any meeting of a School Board where reasons for dismissal were to be discussed and which provided further for adequate notice of such a meeting. The controversy which followed brought forth a very strong denunciation of the policies and leaders of the Alliance by the then Minister of Education, the Honourable G. P. Smith. These accusations were made both in the

1. Newland, H. C., Chairman of the Law Committee, Report to the A. G. M., April, 1920, A.T.A. Magazine, Vol. I, June, 1920, pp. 17-19.

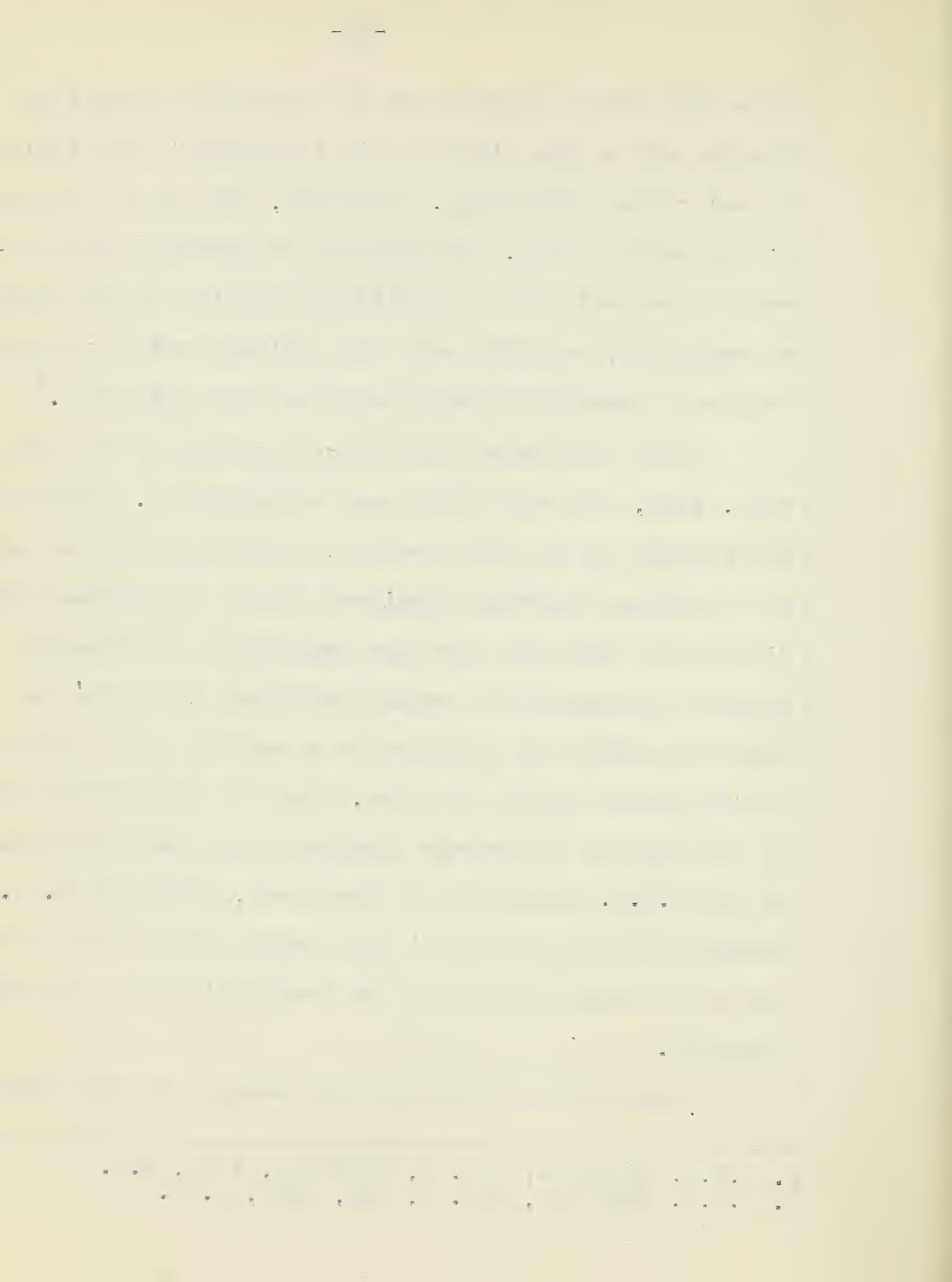
press and before Conventions of the United Farmers of Alberta and of the Alberta School Trustees' Association. It was rather surprising, therefore, that at the meeting of the latter group, the Minister of Education put forward a proposal for a conciliation meeting on the question of contracts, to which both the Alliance and the School Trustees' Association were asked to send delegates.¹

This conference took place in March of the same year, 1921, but very little was accomplished. Agreement was reached on two minor points, that the period of notice of a meeting regarding dismissal should be extended from five to ten days and that the Department of Education should be requested to amend the School Ordinance to make the payment of salaries on a monthly basis obligatory, but the major points at issue, those of recognition and of the meeting to precede dismissal were left unsettled.² At the U.F.A. Convention of that year, President H. C. Newland laid the teachers' case before that body and had the satisfaction of having the teachers' tenure clause endorsed.

Hopes for any definite improvement in the situation

1. A.T.A. Magazine, Vol. I, February, 1921, p.5.

2. A.T.A. Magazine, Vol. I, May, 1921, p.27.



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were dashed by the passing of several amendments to the School Ordinance in 1922. Of these, three were of special interest to the teachers, two dealing with the contract form and the third establishing a Board of Conciliation. Section 151 of the School Ordinance had read in part as follows:

"The contract entered into shall be in the form prescribed by the Minister and such form may be altered or amended as may be mutually agreed upon by the contracting parties providing such alterations or amendments are not inconsistent with any of the provisions of the Ordinance or the regulations of the Department."

This clause had given the Alliance at least a small margin to work upon. It had been possible in some cases to persuade School Boards to include in the contracts a clause permitting an agent to act for the teacher at a meeting for dismissal. Such a clause did not violate any of the provisions of the School Ordinance or the regulations of the Department. This advantage was now removed by the amendment which read:

"The contract entered into shall be in the form prescribed by the Minister and such form may be altered or amended as may be mutually agreed upon by the contracting parties provided always that such alterations or amendments shall be subject to the approval of the Minister."

Since the Minister of Education was opposed to the changes desired by the Alliance it was highly improbable that he

would approve their inclusion in any contract. Furthermore, Section 95 of the Ordinance was amended to insure strict compliance with the prescribed form of contract. Clause 17 of this section had read in part:

".....the contract wherefor shall be in writing and may be in the form prescribed by the Minister."

The use of the word "may" had left some freedom in drawing up a contract but this was now impossible for the amendment read:

".....the contract shall be in writing and shall conform to the provisions of section 151 of this Ordinance."

The use of the word "shall" made it quite evident that there was to be no variation from the departmental form of contract. The losses sustained by the Alliance through these amendments were not offset by the slight advantage they had gained through the fact that the School Boards could not alter the form of contract to the detriment of the teachers.¹

The Boards of Conciliation provided for in the amendments to the Ordinance were also unsatisfactory to the Alliance. The School Ordinance had formerly made provision for the Minister of Education "to appoint one or more persons to inquire and report upon any appeal,

complaint or dispute arising from the decision of any board or inspector or other school official". It also provided that when such a report had been made the Minister should make any order upon the matter as seemed to him proper. The instigation of such an enquiry was stated to be one of the duties of the Minister. By the amendment, however, it became merely a discretionary power. A Board of Conciliation was to be appointed when, in the opinion of the Minister, it seemed necessary and when the point in dispute was a matter pertaining to the carrying out of the terms of a contract. Each Board was to consist of a representative of the teachers, a representative of the trustees and a chairman who was to be neither a teacher nor a trustee. There was no time limit set for the appointment of such a board and no provision to make its decision effective. Although disappointed with this arrangement, the Alliance was prepared to give it a fair trial and to assume that the Minister of Education was making a sincere attempt to co-operate with the teachers.¹

During the following summer a request was received

1. A.T.A. Magazine, Vol. II, June, 1921, p.5.

from the Minister of Education for a further conference between representatives of the Alliance and of the Trustees' Association on the form of contract. The new form had proved unsatisfactory to both groups. Representatives of the two organizations met but no progress was made.¹

In December, 1922, a decision handed down by Justice Chas. A. Stuart, of the Appellate Division of the Supreme Court of Alberta, revealed the precarious position of the teacher under existing methods of hiring. In the case of Johnson versus McEwan School Board, the decision of the Appeal Court made it clear that no agreement existed until a contract had been duly executed and signed. A mere letter of acceptance was not binding upon either party.² This proof of the weakness of the teachers' position spurred the A.T.A. to greater efforts.

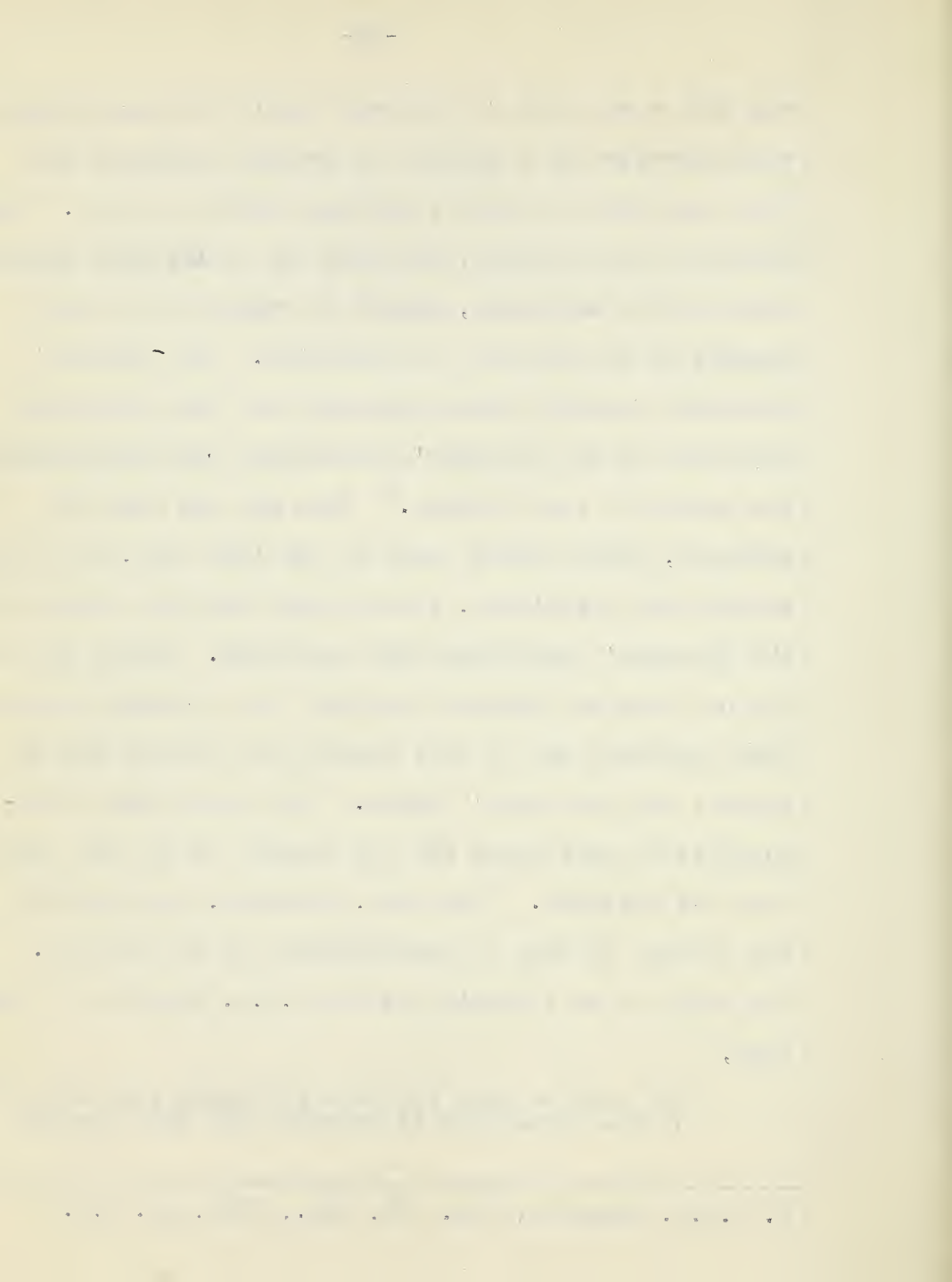
After a discussion with the new Minister of Education, the Honourable Perren Baker, in January, 1923, the Executive of the A.T.A. felt that their position was improving and that the Minister was ready to concede much of what they were asking. His offer at that conference

1. A.T.A. Magazine, Vol. II, August, 1922, p.3.
2. A.T.A. Magazine, Vol. III, June, 1923, pp. 12-15.

was that a new form of contract should be issued which would provide for a hearing to precede dismissal and that due notice of such a meeting should be given. The Boards of Conciliation, provided for in the 1921 amendments to the Ordinance, should be replaced by direct appeals to the Minister of Education. The teachers' delegates accepted these proposals but when they were presented to the Trustees' Association that body opposed the appeal to the Minister.¹ When the new form of contract, which became known as the 1923 Form, was finally printed and circulated, it was found that the views of the Trustees' Association had prevailed. Clause Six of the new form of contract provided for a hearing to precede dismissal but of this hearing the teacher was to receive only two days' notice. This would make it impossible in most cases for the teacher to get any advice from the Alliance. There was, moreover, no provision for the teacher to have a representative at the meeting. In the words of an editorial in the A.T.A. Magazine at the time,

"It will be seen from the foregoing that the action of the Department is probably the most serious

1. A.T.A. Magazine, Vol. III, Feb., 1923, pp. 8,9.

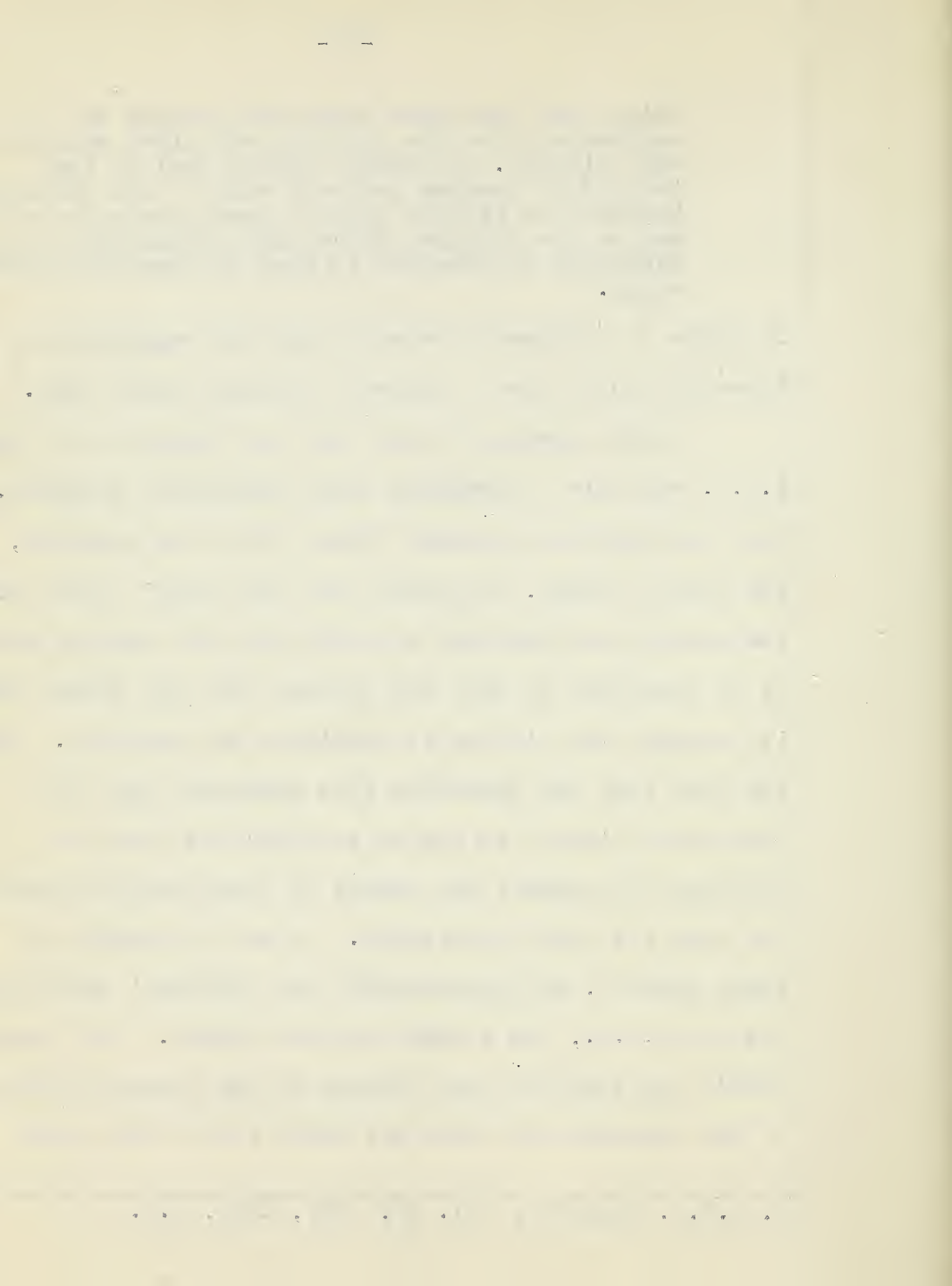


thing that has taken place with regard to contracts since the question was first mooted by the Alliance. It means a great deal to the individual teacher and very much to the Alliance, inasmuch as it will place a great obstacle in the way of the Alliance functioning effectively in defending its members in time of greatest difficulty."

In spite of continued pressure upon the Department of Education this form of contract remained until 1926.¹

In the spring of that year the Executive of the A.T.A. was able to announce some substantial progress. The Government had amended Clause VI of the contract, the tenure clause, to provide for five days' notice of the meeting on dismissal at which time the teacher was to be permitted to hear and discuss with the School Board its reasons for wishing to terminate the contract. At the same time the Executive also announced that the Government planned to set up an effective Board of Reference to replace the Boards of Conciliation provided for some six years previously. It was to consist of three members, one representing the Trustees' Association, one the A.T.A., and a third neutral member. The former Boards could merely pass rulings on the interpretation of the contracts but this new Board was to have power

1. A.T.A. Magazine, Vol. VI, July, 1923, p.2.



to pass judgement on the decisions of School Boards in what were claimed to be cases of unjust dismissal. Although the Board of Reference was not given power to enforce its findings and no provision was made to prevent School Boards from engaging another teacher while the case was before the Board of Reference, the Alliance felt that much had been gained.¹

In 1930 the procedure was once more changed. The Minister of Education informed a committee of the Alliance Executive that according to his new plan a School Board would be given power to terminate an agreement at any time upon thirty days' notice with the provision that the School Inspector should act as arbitrator in cases where the proposed termination was contemplated during the academic year. The Alliance voiced vigorous opposition to the proposal in the form of a manifesto to the Minister.² Nevertheless it was embodied in the so-called Baker Bill which provided for a complete revision of the administration of education in the Province. The Baker Bill met with such serious opposition in the Legislature, however, that the Government did not allow it to reach

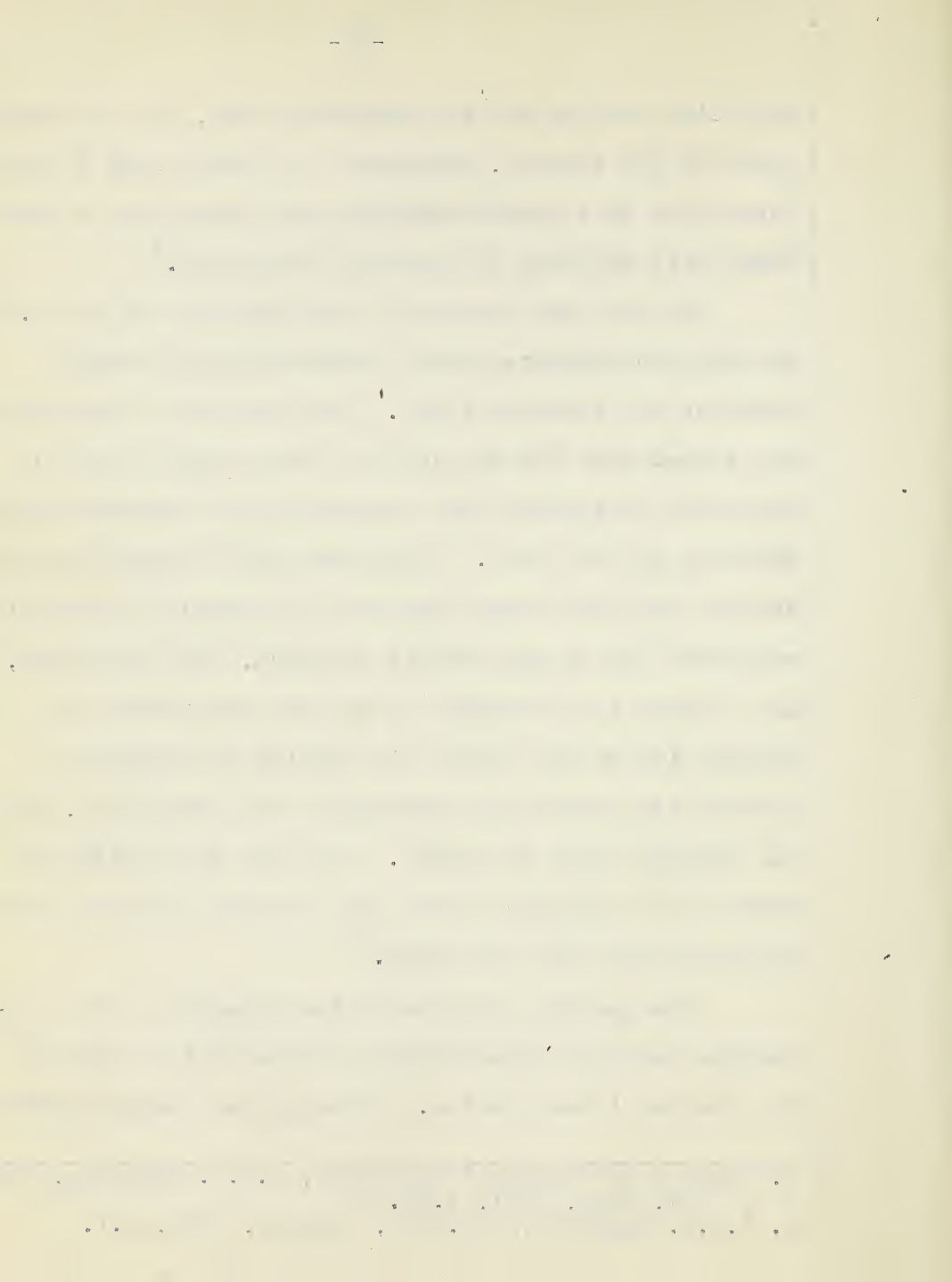
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1. A.T.A. Magazine, Vol. VI, March, 1926, p.32; also April, 1926, p.17.
 2. Manifesto to the Minister of Education, A.T.A. Magazine, Vol. X, March, 1930, p. 21.

the third reading but the following year, in the closing hours of the session, amendments to Section 197 of the School Act were passed embodying the provisions of the Baker Bill applying to teachers' contracts.¹

As had been foreseen by the Executive of the A.T.A., the new arrangements proved unsatisfactory to both teachers and trustees alike. The Minister of Education had argued that the new contract would put an end to expensive litigation over termination of contracts but such was not the case. There was great confusion as to whether the new rulings applied to contracts already in existence and in one notable instance, "The Acme Case," the dispute as to whether or not the amendments to Section 197 of the School Act applied to contracts entered into before the passing of the amendments, reached the Supreme Court of Canada. The case was decided in favor of the Alliance claim that in such contracts the new amendments did not apply.²

The general dissatisfaction brought another conference between representative of the Alliance and of the Trustees' Association. It seemed as though agreement

1. History of Teachers' Contracts, A.T.A. Magazine, Vol. XI, June, 1931, p.14.
2. A.T.A. Magazine, Vol. XII, January, 1932, p.1.



was finally to be reached for the committee succeeded in drawing up a form of contract which they believed would be acceptable to both bodies. The Government accepted the proposals and had them embodied in further amendments to the School Act in the session of 1932 but these were not proclaimed pending the acceptance of the proposals by the two groups concerned. When the amendments were presented to the next convention of the Trustees' Association, that body refused to accept them and the legislation was therefore not proclaimed.¹

However, following a further conference between representatives of the Department of Education, the A.T.A. and the Trustees' Association, a new amendment to the School Act was introduced which gave to the Board of Reference power to disallow the action of School Boards in cases of wrongful dismissal. After intensive agitation on the part of the trustees this was again amended to take from the Board of Reference power to act upon notice of dismissal issued during the month of June.²

As in many other instances, a real solution for this problem of the Alliance came with the change of

1. A.T.A. Magazine, Vol. XII, April, 1932, p.16,
2. Ibid., Vol. XVI, September, 1935, p.3.

government in 1935. The Teacher Tenure Act of April, 1937, made radical changes in the existing methods of engaging teachers, changes which were in keeping with recommendations which had been made by the A.T.A. for some time. The formal term contract was abolished and replaced by a continuous contract based upon letters of acceptance by the School Board and the teacher. Notice to terminate the agreement must be given by the School Board before June 20th of any year and by the teacher before July 20. These notices could be effective only at the end of the school year unless either party had received the consent of the Minister of Education.¹ An amendment to the School Act in the same year is significant. To the Board of Reference, which was now to consist of one person, appointed by the Minister of Education, was restored the power to disallow notices of termination of agreements at any time during the year.² Although recently there has been some agitation on the part of the Trustees' Association to have the proceedings of the Board of Reference made less formal, for the most part there has been general satisfaction over the working of the Teacher Tenure Act.

1. A.T.A. Magazine, Vol. XVII, April, 1937, p.27.

2. A.T.A. Handbook, 1947, p.13.

Salary Schedules

While efforts were thus being made to establish a satisfactory form of agreement, attempts were also under way to obtain better salaries through the setting of a higher minimum and a province-wide salary schedule. This was a necessary part of any programme the purpose of which was the placing of teachers in their proper social and economic position. Although it was difficult to do much in this matter while the organization did not control all the teachers of the province the early efforts of the Alliance were not without success.

At first the organization was concerned chiefly with the problem of securing fair treatment for the teachers in the payment of salaries then in existence and especially with evasions of the law in the matter of payment for a full year's work. Much of the work of the General-Secretary and his staff arose from disputes over the interpretation of the law regarding payment of salaries. Although some disputes were carried to the courts, many were settled without recourse to law when it was realized that the teacher was being supported by a strong organization.

In March, 1917, the Government passed legislation which established a minimum salary for teachers of \$840.00 a year.¹ The Alliance was not satisfied with this as a reasonable basis for teachers' salaries. They met strong opposition from the Trustees' Association who, through almost every convention of their organization, presented to the government demands to reduce the minimum or to eliminate it entirely. On the other hand the A.T.A. worked for a much higher minimum, not through legislation but through pressure brought to bear upon School Boards by the teachers themselves in signing contracts. In President Stanley's address, already mentioned, before the Alberta Educational Association in 1920, he clearly stated the two specific aims of the Alliance in the matter of teachers' salaries: first, the acceptance by the teachers and the trustees of a \$1200.00 minimum and, second, the establishment of a satisfactory salary schedule which would give ample recognition to training and experience.² By continued agitation and propaganda the Alliance was for a time remarkably successful in raising the level of salaries

1. A.T.A. Magazine, Vol. I, June, 1920, p.23.

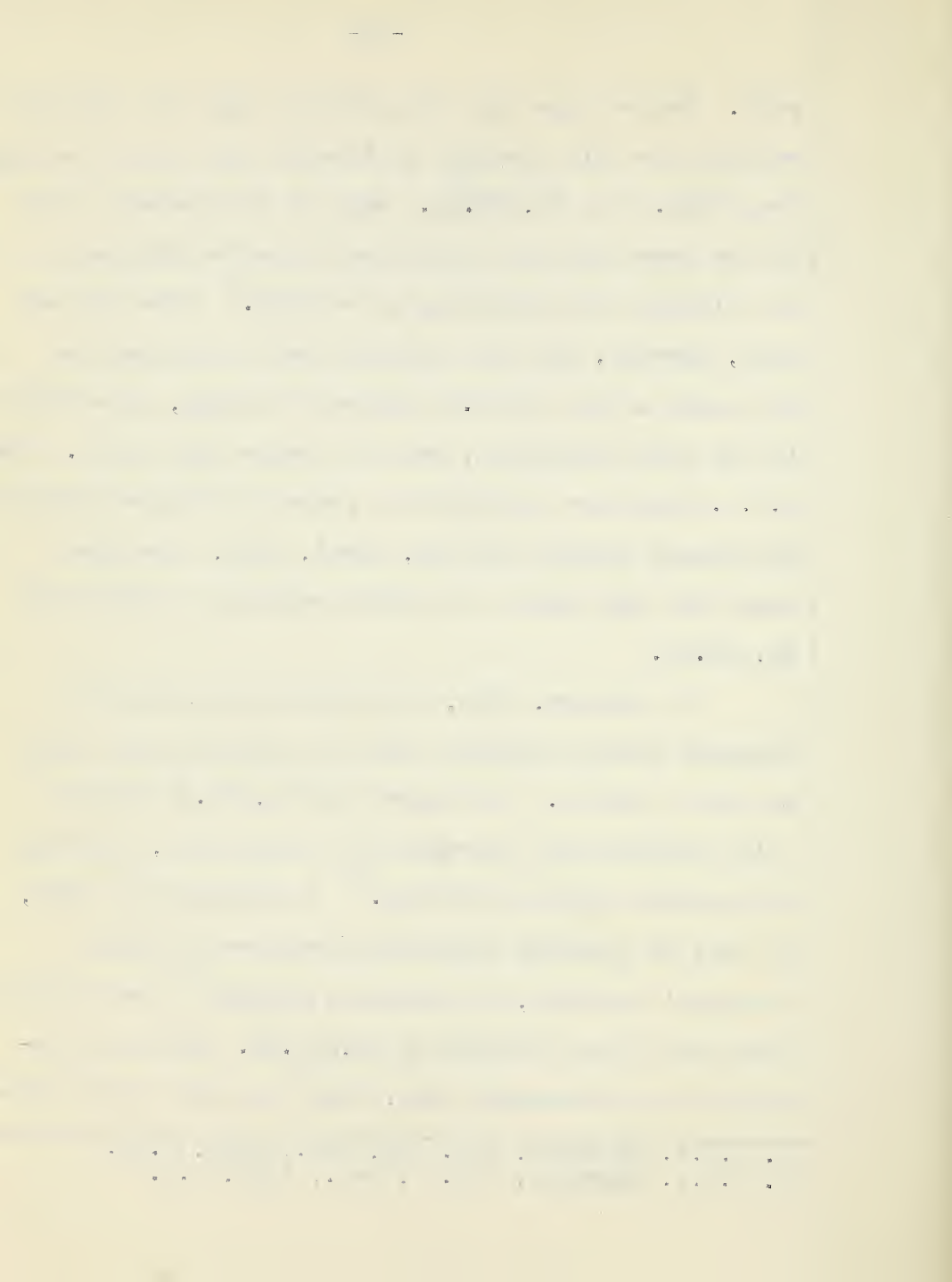
2. Ibid., p.13.

paid. Tables show that from 1915 to 1921 the level of salaries for all teachers in Alberta rose on the average from \$792.72 to \$1,288.⁸₉₉. Much of the increase came in the years 1919 and 1920 when the effectiveness of the Alliance was beginning to be felt.¹ This did not mean, however, that all teachers were being paid on the basis of the \$1200.00 minimum for many, especially in the rural districts, were far below that level. The A.T.A. therefore continued to press for higher salaries. The Annual General Meeting, April, 1923, once more urged all its members to refuse salaries of less than \$1,200.00.

In January, 1920, the Alliance had issued a proposed salary schedule which its members were urged to try to attain. It adopted the \$1,200.00 minimum with satisfactory increases for experience, training and heavier responsibilities.² In September of 1927, in face of steadily increasing pressure to lower teachers' salaries, the Alliance adopted a new schedule based on a lower minimum of \$1,100.00. This was submitted to an electoral vote, that is a vote of the mem-

1. A.T.A. Magazine, Vol. III, Oct., 1922, p.10.

2. A.T.A. Magazine, Vol. I, Dec., 1920, p.5.



bers through the Locals, and received almost unanimous support. It was compiled as a basis for negotiation between teachers and trustees and no attempt was made to gain legislation on the matter.¹

Many factors were working against the Alliance at this time in the matter of attaining higher levels of salaries or in even maintaining those already reached. The very low prices for agricultural products, in this period of depression, made the burden of taxation heavy in rural districts. To many, the cost of maintaining the schools seemed the easiest place in which to exercise economy. At the same time the overcrowding of the profession helped School Boards to bargain with teachers for lower salaries. Added to this was the readiness with which the Minister of Education used the power granted to him under the School Act, to permit School Boards to pay less than the statutory minimum. It is to the credit of the Alliance that salaries in Alberta were maintained at as high a level as did prevail. As with many other problems, the turn in the tide came with the passing of the Teaching Profession Act and its amendments. Compulsory membership made it possible to

1. A.T.A. Magazine, Vol. VII, Sept., 1927, p.11.

put a stop to underbidding for positions and to present a stronger front against further cuts in teachers' salaries.

When the new school bill passed the Legislature in the Spring of 1935, establishing the large Divisions as administrative units in education, it was hoped by some that there would be an improvement in the matter of salaries for teachers. In its immediate result, however, this was not the case, for the new Divisional Boards found themselves burdened with the debts of their predecessors and it was difficult in many cases to maintain the salaries already being paid. Yet the effect of the large Divisions ultimately favored the teachers for it tended to bring the salaries of all teachers to an even level and did away with petty bickering with small School Boards. Negotiation of salary schedules with the larger Divisional Boards proved much more satisfactory.

The position of the A.T.A. was strengthened greatly by the passing in 1937 by the Alberta Legislature of an act known as "The Freedom of Trade Union Association Act." In its essence it established the right of groups of employees to bargain collectively

with their employers.¹ The following year this act, among others, was repealed and replaced by "The Industrial Conciliation and Arbitration Act," which included the provisions of the former act and outlined the steps to be taken in any dispute between employees and employers.² Legal opinion at the time placed the teachers under the application of the Act but any doubt in this matter was settled by an amendment passed in 1941 which specified teachers and School Boards as coming under the Act.³ One effect of this legislation was to put an end to any individual bargaining between teacher and board for the individual contract was abolished. At the same time it gave to the Salary Negotiating Committees of the A.T.A. a fixed procedure in bargaining for better salary schedules with School Boards.⁴

In 1942 the matter of salary schedules was clarified by an amendment to the School Act which made it obligatory for School Boards to negotiate schedules with

1. A.T.A. Magazine, Vol. XVII, June, 1937, p.2.

2. Ibid., Vol. XVIII, June, 1938, p.2.

3. Ibid., Vol. XXI, June, 1941, p.5.

4. All legislation in this regard has since been incorporated in the Alberta Labour Act.

their staffs, which schedules were to include a minimum salary and regular increases or increments to a maximum salary. The schedules might also include allowances for special duties and qualifications and for past experience.¹

The rising cost of living during the war years brought increased pressure from the A.T.A. for higher salaries for teachers. A resolution of the Annual General Meeting of 1942 established a minimum of \$1,000.00 to be sought by all Salary Negotiating Committees.² A corresponding decision of the Alberta Trustees' Association to refuse to depart from the \$840.00 minimum resulted in disputes between School Boards and Locals going before Arbitration Boards. These disputes brought out one weakness in the procedure of arbitration, namely, that there was no provision in the Industrial Conciliation and Arbitration Act for compulsory acceptance of the award of the Arbitration Board. While the Executive of the A.T.A. adopted the policy of recommending to its

1. A.T.A. Magazine, Vol. XXII, May, 1942, p.22.
2. A.T.A. Magazine, Vol. XXII, May, 1942, p.28.

Locals that they accept an award of such a board, whether favorable or not, the Trustees' Association did not follow suit and deadlocks occurred. Sometimes the disputes were settled by further negotiation but in two notable cases, those of Mundare in 1942 and Vegreville in 1943, the persistent refusal of the School Boards to accept the awards led to strikes. The Mundare dispute was of short duration as the School Board accepted the award of the Arbitration Board without qualification. Settlement was reached through a conference between the School Board and the Executive of the A.T.A.¹ The Vegreville strike was in part the result of a policy of the Executive of the A.T.A. This had zoned the Province into three divisions according to "ability to pay" and in each of these a test case was carried through to arbitration. It was hoped that the settlements reached would serve as bases for salary schedules in all Divisions in similar circumstances. The Board of the Vegreville Division, which had been chosen for one of the test cases, refused to accept the decision and the strike followed. The dispute was

1. A.T.A. Magazine, Vol. XXII, May, 1942, p.7.

finally settled by further negotiation involving compromise on both sides.¹

Although there was a marked improvement in salaries as a result of this pressure from the A.T.A., the increase still failed to keep pace with the rising cost of living. The failure of the Federal Government to make the cost of living bonus apply to teachers' salaries and the "Freezing Order" of the same Government which prevented qualified teachers seeking other employment, combined with comparatively low salaries to discourage young people from entering the profession during the war years. The result was that the post-war years brought a critical shortage of teachers. Awakening public opinion as expressed through the Alberta Educational Council,² and pressure from the A.T.A. and the Alberta School Trustees' Association persuaded the Alberta Government to make a substantial increase in the 1947 estimates for grants paid to public schools of

1. A.T.A. Magazine, Vol. XXIII, Feb., 1943, p.17.

2. This council which is mentioned again in a later chapter is composed of representatives of the A.T.A., the Trustees' Association, Home and School Associations, the I.O.D.E. and other groups interested in education. It was formed in 1946 and is a purely voluntary organization which is attempting by every possible means to rouse public interest in education.

the Province. As a result there has been a marked upward trend in the salaries paid to Alberta teachers.¹

Legal Protection

One important duty assumed by the A.T.A. from the outset was to afford legal protection to its individual members. For the most part this protection was required in disputes with School Boards over interpretation of contracts, instances of unfair dismissal, and payment of salaries and it was therefore another important objective in the struggle for financial security. This protection was given in various ways, sometimes through information and advice published in the A.T.A. Magazine, sometimes through consultation with and help from the General-Secretary and the Executive Council and often through the services of a competent legal adviser who took the teachers' case to the courts.

At the first Annual General Meeting in 1918 the

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1. According to the School Act the present minimum salary for teachers in Alberta is \$1,000.00 a year but this minimum is now largely ignored by the Negotiating Committees of the A.T.A. Locals. The average salary being paid in Alberta is now approximately \$2,300.00 a year.

Executive was instructed by resolution to choose a competent legal adviser to the Alliance.¹ It was decided to seek the services of a promising young lawyer who would be willing to make a special study of school law. The choice of the Executive fell upon Mr. George Van Allen, LL.B., who had himself had experience in teaching in Alberta and was therefore sympathetic with the cause of the teachers. Experience from that time until his untimely death in 1937 proved the wisdom of the choice made by the Executive. As solicitor for the A.T.A. Mr. Van Allen was very successful in piloting many cases through the Courts, even to the Supreme Court of Canada. Through his efforts there was established a code of case law in matters of Education in Alberta which proved invaluable to the Alliance.² Upon Mr. Van Allen's death in 1937, Mr. C. W. Clement, B.A., LL.B., was appointed to take his place and he in turn was replaced by Mr. Louis Hyndman, K.C., the present solicitor for the A.T.A. For a number of years it was customary to appoint from each new Executive, a Law Committee whose function was to decide with Mr. Van Allen the course to

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1. Minutes of the First Annual General Meeting of the A.T.A., April, 1918.
 2. A.T.A. Magazine, Vol. XVII, Aug., 1937, p.2.

be taken as each new difficulty arose. Later this practice was changed and the Executive as a whole acted as the Law Committee.

Very often it was possible to reach an amicable agreement with a School Board through a letter from the Executive or through the personal intervention of the General-Secretary, J. W. Barnett, or even by a letter from the solicitor threatening legal action. In many cases, however, recourse had to be made to the courts. As has been mentioned before most of these cases had to do with unfair dismissals and with the interpretation of the law governing contracts but there were others, charges of slander and even of assault. In most cases judgement in the lower courts was in favour of the teachers and appeals to the Appellate Division sustained the claims of the Alliance., It became customary too, with the succeeding amendments to the School Act to instigate test cases which served as precedents in the interpretation of each new amendment. For this reason two important cases, the so-called "Acme Case" and the "Athabasca Case", were carried to the Supreme Court of Canada and in each instance the claims of the Alliance were upheld. Both dealt with the interpretation of the

existing contract clauses of the School Act. The passing of the Teacher Tenure Act and the establishment of an effective Board of Reference has done much to obviate the necessity of this litigation.

The value of this legal procedure can be readily seen. It helped the individual teacher in cases of unjust treatment by School Boards or by others in the district,¹ it acted as a deterrent upon those who might otherwise have taken advantage of the teacher if left unprotected, it helped to force upon School Boards and upon the public the recognition of the A.T.A. as the official organization of the teachers of the Province and it helped to clarify School Law.

Pensions

From the outset the Alliance advocated the establishment of a suitable pension scheme as an important

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1. Early editions of the A.T.A. Magazine recount some appalling examples of mistreatment of teachers in some rural districts. For example, in one case, an irate male parent accompanied by two women entered the school during school hours and in a dispute with the lady teacher, knocked her down and kicked her. In another case the teacher's desk and books were smeared with filth. Although these are extreme examples, assault was not unusual and slander and threatening letters were quite common.

part of any plan to attain financial security. Before the formation of the Alliance the matter had been one of the interests of the Alberta Educational Association. Various committees had been appointed from time to time to deal with the question and had collected information on the schemes adopted in other parts of Canada and of the Empire. A report of one of these committees, published for the Easter Convention of the Association in 1917, outlined the fundamental principles which had been accepted in all pension schemes. Three of these were accepted by the Alliance as essential to any scheme they might adopt:

1. The principle of compulsory contribution.
2. The need for a sound actuarial basis.
3. The assurance of at least some return of contributions in the event of withdrawal from the profession.

When the Alberta Teachers' Alliance was formed it was felt that the matter of pensions could be dealt with more satisfactorily by that organization since it would provide facilities for presenting the question to the teachers in smaller groups and at any time throughout the year. Accordingly, at the Easter Convention of the

Alberta Educational Association in 1918, a resolution was adopted to hand over the question of pensions to the Alliance.

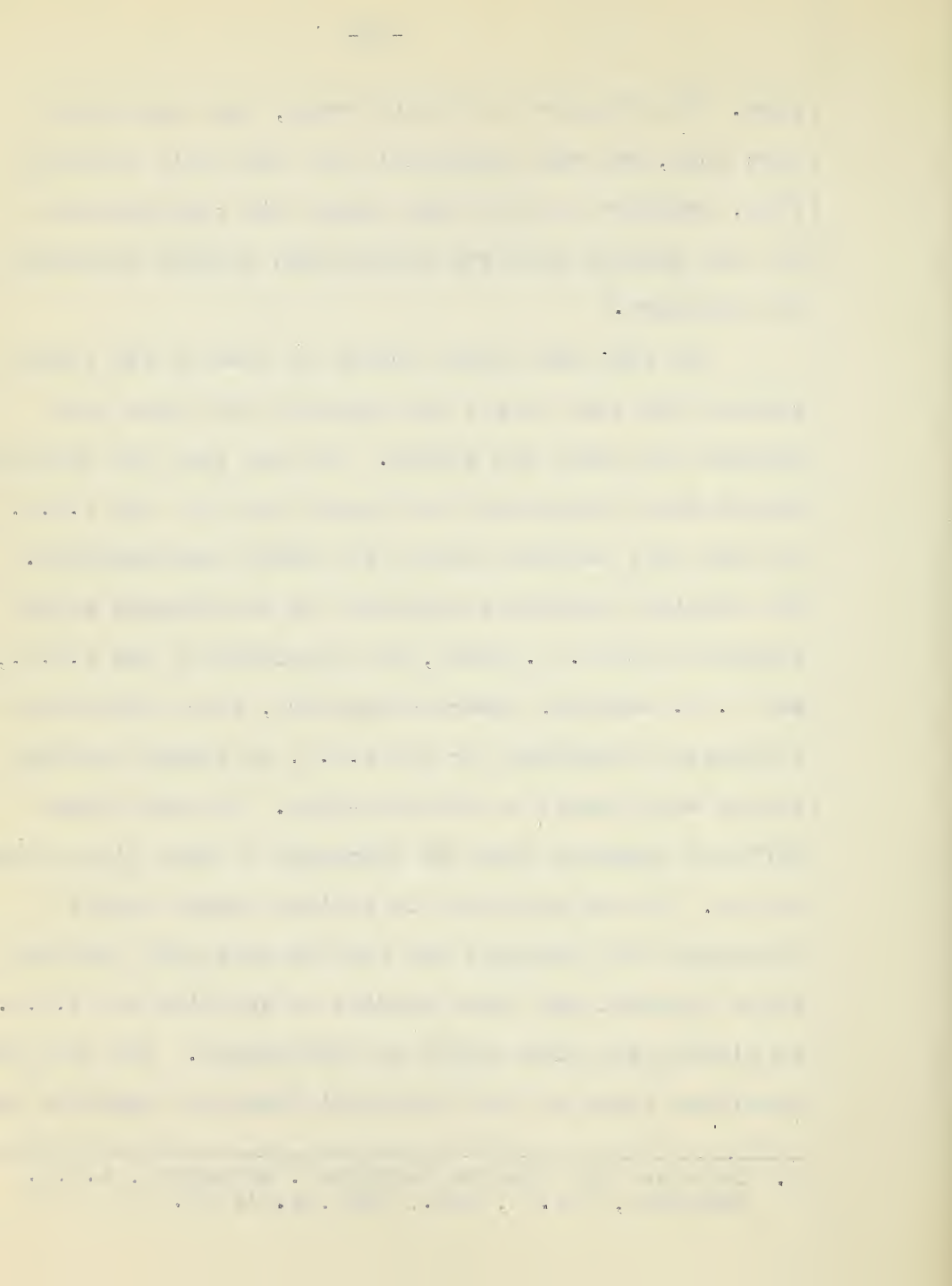
Earlier schemes for pensions had contained both insurance and annuity clauses but the Minister of Education, the Honourable J. R. Boyle, made it clear at this 1918 convention that the Government was definitely opposed to any insurance provisions. Consequently it was found necessary to draw up a new plan. The Executive of the A.T.A., therefore, recommended that a Pensions Committee be appointed to prepare new proposals. The committee was duly appointed and drew up a new plan, omitting the insurance clauses, which was presented in 1919 to the new Minister of Education, the Honourable George P. Smith, but he felt unable to act upon it at the time since he had just been appointed.

Each succeeding Annual General Meeting passed resolutions instructing the Executive to press for a suitable pension scheme and each year the Executive brought the question before the Government but with no result. When a superannuation scheme for the Alberta Civil Servants was under consideration an attempt was made by the Alliance to have teachers included in the

plan. The Minister of Public Works, the Honourable Alec Ross, who was responsible for the Civil Servants' plan, promised to give this matter his consideration but the pension plan was established without including the teachers.¹

By 1925 the School Boards of some of the larger centres had come to see the necessity for some such schemes for their own staffs. In that year the Calgary School Board requested the Calgary Local of the A.T.A. to draw up a suitable scheme for their consideration. The Pensions Committee appointed by the Calgary Local together with W. W. Scott, the President of the A.T.A., and J. W. Barnett, General-Secretary, were constituted a Pensions Committee for the A.T.A. to prepare another scheme which would be Province-wide. The new scheme differed somewhat from the proposals of some five years before. It was presented to various School Boards throughout the Province and for the most part received their approval and their promise to act with the A.T.A. in placing the plan before the Government. Yet another committee known as the Provincial Pensions Committee was

1. "Pensions for Alberta Teachers". Editorial, A.T.A. Magazine, Vol. V, Jan., 1925, p. 11 ff.

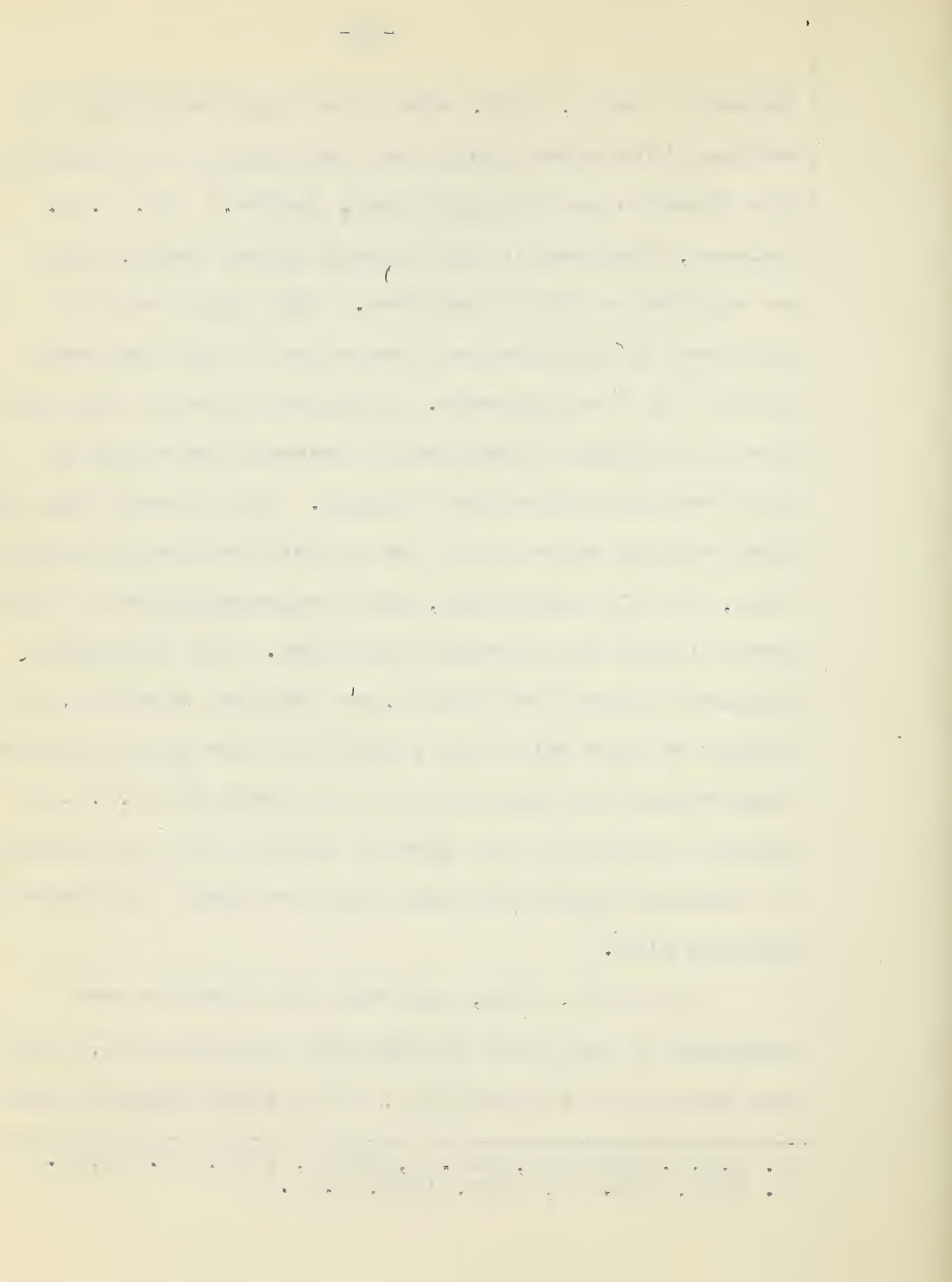


formed in March, 1925, made up of representatives of various interested groups and including the Chairmen of the Edmonton and Calgary School Boards.¹ Mr. F. S. Selwood, Chairman of the Calgary School Board, acted as chairman of this committee. This group met the Minister of Education and presented to him the broad outline of the proposals. Arrangements were then made for the Pensions Committee to present their plan to the Provincial Executive Council. At the same time the plan won the approval of the Alberta Trustees' Association, then in convention, and a representative of that group joined the Pensions Committee. The delegation appeared before the Cabinet, as had been arranged, and seemed to meet with some success for the Civil Service Commissioner was appointed to work with the A.T.A. in making a survey of the Alberta teachers for the purpose of gaining information upon which to draft a satisfactory pension plan.²

In April, 1925, the Pensions Committee was summoned to meet with the Minister of Education, then the Honourable Perren Baker, for a round table discussion

1. A.T.A. Magazine, Vol. V, March, 1925, pp. 18,19.

2. Ibid, Vol. VI, June, 1925, p.15.



on the matter of pensions. Two other Ministers, the Honourable R. G. Reid and the Honourable Alec Ross, were named to act with the Minister of Education and go more thoroughly into the details of the scheme. Discussions were carried on through several meetings and arrangements were once more made to conduct a comprehensive survey of the teachers of the Province in regard to age, salary and years of experience. Yet in spite of such hopeful signs very little progress was made because of the reluctance of the Government to embark upon any new expenditures. The Pensions Committee continued to bring pressure upon the Government to proceed with the scheme but to no avail.¹

In January, 1928, a strong delegation, again representing various interested groups such as School Boards, the Parent-Teachers' Association, the U.F.A. and other similar organizations, once more met the Provincial Cabinet to try to get some action on the plan. The Government was interested and sympathetic but felt that at this time nothing definite could be promised as it had in mind a complete revision of the

1. A.T.A. Magazine, Vol. VI, June, 1925, p.15.

whole educational system for Alberta and until this was accomplished it would seem unwise to undertake any new plans.¹ A similar meeting in May, 1928, brought forth much the same answer although a gleam of hope was found in Premier Brownlee's instructions to the Honourable Perren Baker to make a thorough investigation of the matter and to report to the Government within the next few weeks.² Nothing of any real value developed from this chiefly because of the Government's preoccupation with the Baker Bill, a measure designed to effect a sweeping revision of the educational system.³

In the session of the Legislature in 1929, the matter of a pension plan for teachers was again discussed in connection with a resolution introduced by Hector Lang, M.L.A. for Medicine Hat. This resolution authorized the Minister of Education to make provision in individual cases for teachers suffering from breakdown or old age. It was the result of a request made to the Premier by delegates from the Pensions Committee of the A.T.A. Debate on the resolution brought forth

1. A.T.A. Magazine, Vol. VIII, Feb., 1928, p.23.

2. Ibid., June, 1928, p.14.

3. See Chapter IV, "Salary Schedules."

1917. The first of these was the "The

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very strong support from all parts of the House, for some plan to provide satisfactory pensions for all teachers.¹ It seemed as though the Government would at last be forced to act.

In April of the 1930 session of the Provincial Legislature Mr. Hector Lang introduced the resolution "That the matter of superannuation of the teachers of the province be immediately referred to a committee of the House with a view to surveying the whole field and drafting a scheme for consideration during the 1931 session of the Legislature". Although the resolution received strong support it was opposed by the Minister of Education, the Honourable Perren Baker, and by Premier Brownlee and was consequently defeated. There was however, some encouragement in the fact that the Government was sufficiently interested to order an investigation of various schemes in existence in other parts of Canada.²

The so-called depression years saw little progress made in the matter of pensions although the A.T.A. con-

1. A.T.A. Magazine, Vol. IX, April, 1929, p.13.

2. A.T.A. Magazine, Vol. X, April, 1930, p.13 ff.

tinued to press for some action and members of the Legislature, through their questions, kept the matter before the House. At that time Alberta alone, of all the provinces of Canada, had no pension scheme for teachers. One article on the question in the A.T.A. Magazine spoke of Alberta as "an island in the British Empire". Upon the request of the Edmonton Public School Board the Alliance submitted to them a scheme for teachers' pensions and in return asked their support in urging the matter upon the Provincial Legislature. The Department of Education had suggested that Edmonton should inaugurate a scheme which might become the first unit in a province-wide plan.¹

In 1933, the A.T.A. Executive, discouraged in its attempts to get the Provincial Government to establish a pension fund to which the Government would contribute an amount equal to that paid in by the teachers, asked that enabling legislation be passed to permit the establishment of a fund to which the teachers alone contributed.² They asked only that the Government maintain the machinery for administering the fund. This

1. A.T.A. Magazine, Vol. XII, Nov., 1931, p.21.

2. A.T.A. Magazine, Vol. XIII, March, 1933, p.8.

request went the way of all others and nothing was done. During 1934 little action was taken for it was felt that the salaries of most teachers had fallen so low that they could not afford to contribute to a pension fund. In 1935, however, following a resolution to the effect in the Annual General Meeting, the question was again brought to the attention of the Government.

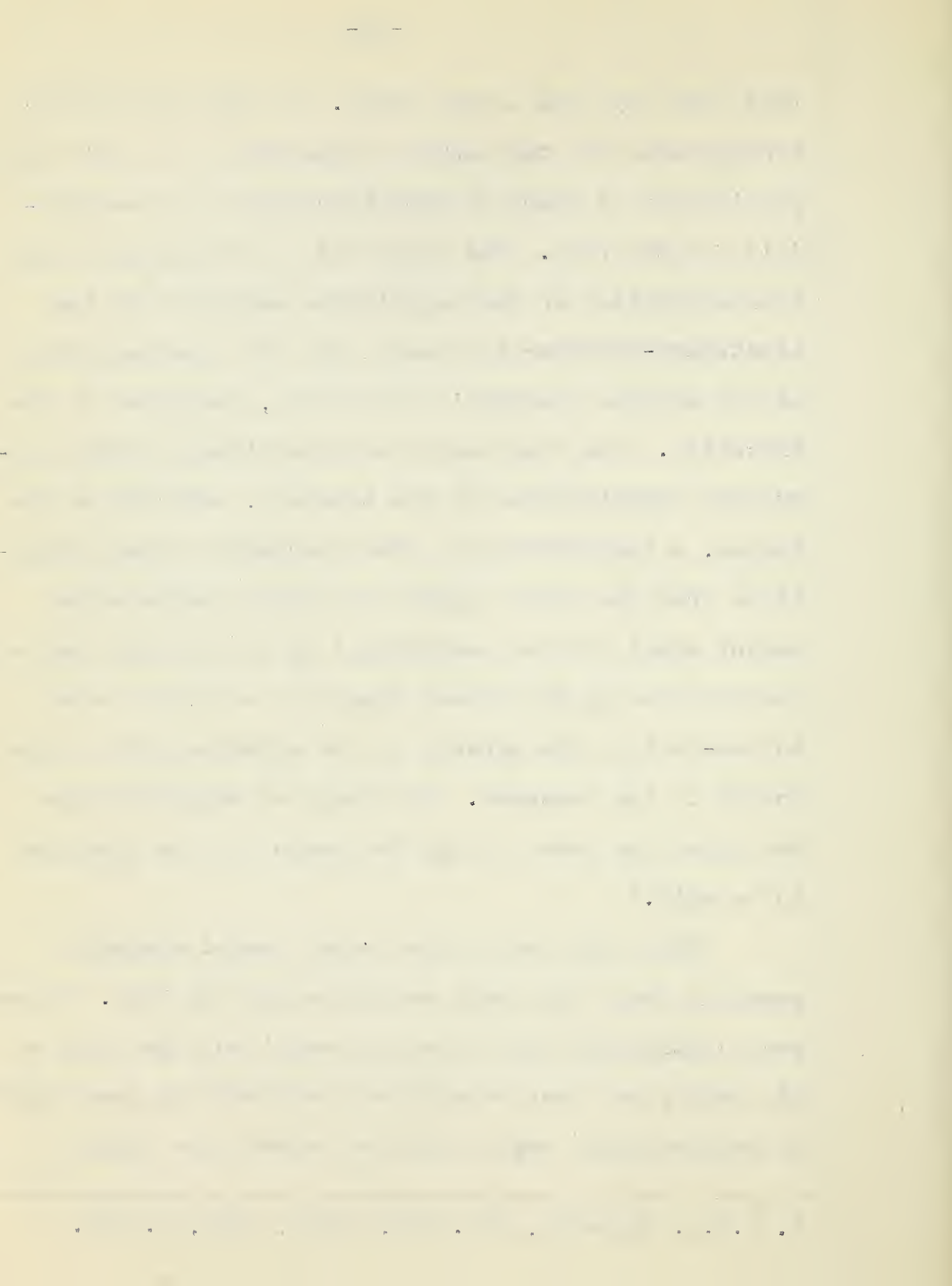
In November, 1937, interest in pensions was once more awakened by a questionnaire issued to teachers through the A.T.A. Magazine with the purpose of securing the opinion of the members of the Association on certain principles involved in a pension plan. The information obtained was to be used in drawing up a retirement plan to be once more presented to the Government. The bill for the establishment of a Retirement Fund for teachers was drafted by a committee, with Mr. H. C. Clark of the Eastwood High School, Edmonton as Chairman, and was submitted to the Annual General Meeting in April, 1938, where it received the approval of that body.¹ When this bill known as "The Teachers' Retirement Fund Act" was submitted to the Legislature in the Spring of 1939, it passed with no serious opposi-

1. A.T.A. Magazine, Vol. XVIII, June, 1938, p.1.

tion from any part of the House. It made no specific arrangements for the amount of pensions to be paid but provided for a Board of Administrators to be responsible for the fund. The Board was to be made up of two representatives of the Legislature nominated by the Lieutenant-Governor in Council and two representatives of the Alberta Teachers' Association, nominated by the Executive. The fund was to be established through compulsory contributions by the teachers, deducted at the source, a contribution by the Government through deductions from the grant payable to School Boards of an amount equal to that contributed by the teachers and a contribution by the School Boards of an amount equal to one-half of one percent of the salaries paid by the Boards to the teachers. The Board of Administrators was given the power to fix the amount of the pensions to be paid.¹

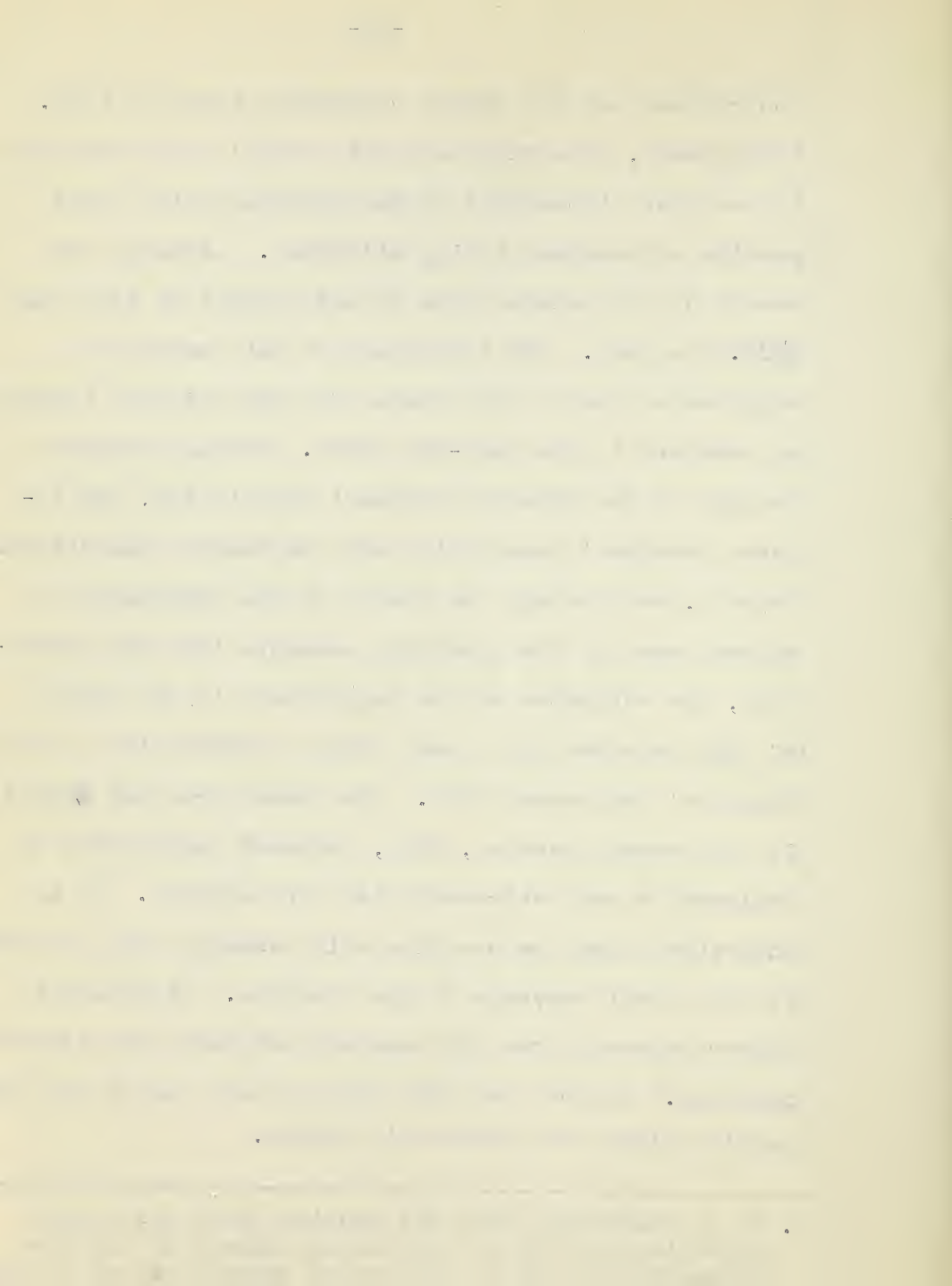
While this was a good start toward adequate pensions there were many weaknesses in the plan. Since each contributor paid an amount equal to 3 per cent of his salary and each beneficiary received the same amount of pension there was no balance between the amount

1. A.T.A. Magazine, Vol. XIX, April, 1939, p.1 ff.



contributed and the amount receivable from the fund. Furthermore, even with the most careful administration it was found impossible to pay pensions which would provide an adequate living allowance. Although the amount of the pension grew it had reached by 1947 only \$480.00 a year. The inadequacy of this amount was regarded as one of the reasons for the critical shortage of teachers in the post-war years. Through pressure brought by the Alberta Trustees' Association, the Alberta Teachers' Association and the Alberta Educational Council, and through the desire of the Government to attract more of the promising students into the profession, the estimates of the Legislature in the Spring of 1948 provided for a much larger contribution to the Teachers' Retirement Fund. The Speech from the Throne in the present session, 1949, forecast legislation to implement a new retirement plan for teachers. It is understood that the new plan will resemble that provided for the Civil Servants of the Province. It involves higher payments from the teachers but much more adequate pensions.¹ Alberta now bids fair to have one of the best pension plans for teachers in Canada.

1. It is understood that the pensions paid will equal approximately 51% of the average salary of the five consecutive years of highest salaries received by the teachers. They now contribute 4% of their salaries.



Chapter V

IMPROVED PROFESSIONAL TRAINING

The first constitution of the A.T.A. laid down as one of the major objectives of the organization the improvement of the professional status of teachers in the Province. It was recognized that this could be achieved in four ways, higher professional training, increased financial returns and security of tenure and greater responsibility in matters of education. As one step toward the first of these goals the Alliance advocated from the outset the elimination of the Third Class Certificate and the Permit in qualifications for teachers. It was to the granting of Permits that the Alliance took the greatest exception. Recognizing the fact that these were issued to meet the current shortage in teachers, the Alliance maintained that this was a wrong approach to a pressing problem. The demand for more teachers could be met if the financial and professional position of the teachers was improved.

In an address before the Alberta School Trustees' Association in 1921, President Newland of the Alliance

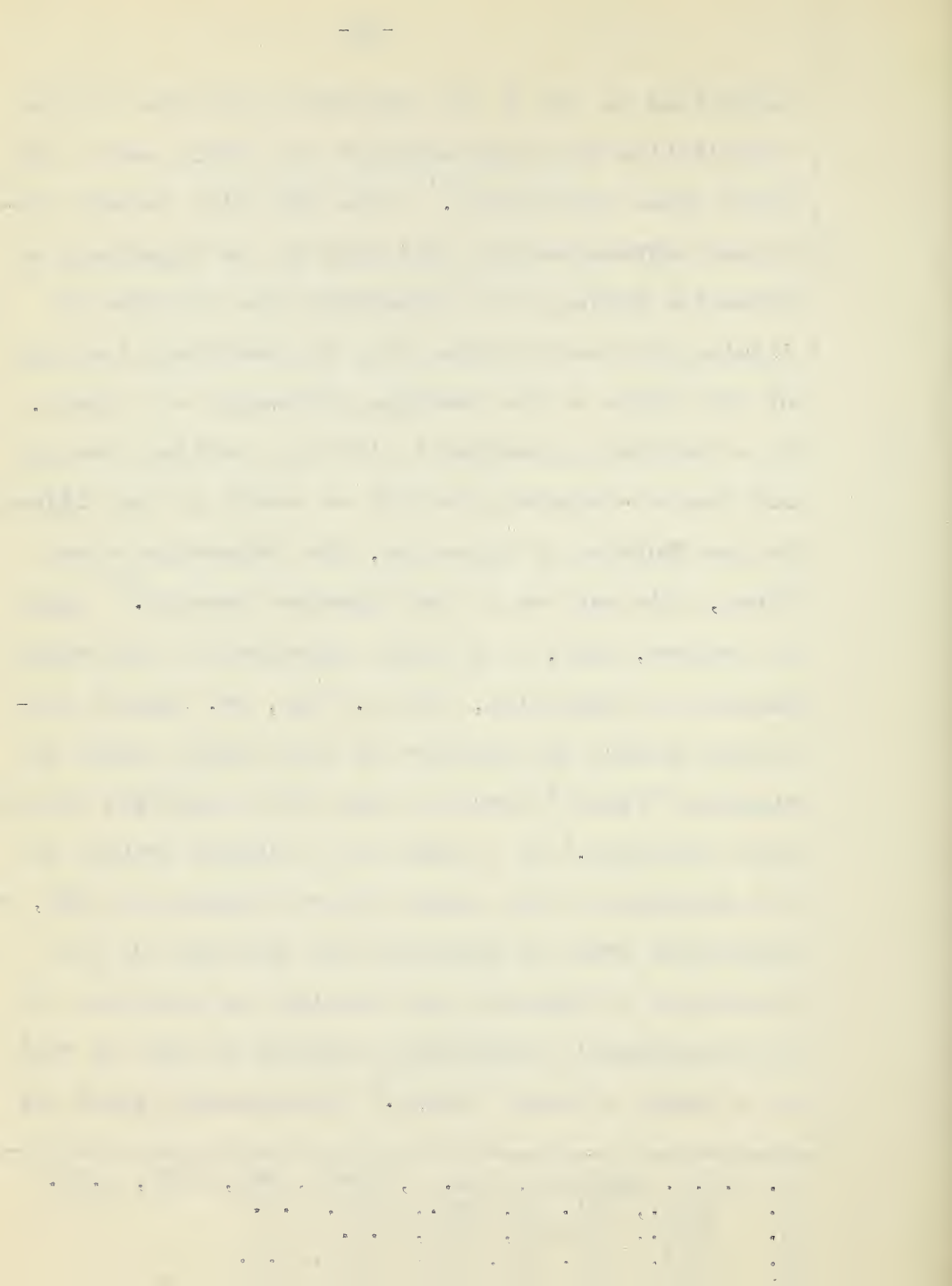
emphasized as one of the important objectives of his organization the elimination of the Permit and of the Third Class Certificate.¹ From that time forward continued representations were made to the Department of Education urging it to discontinue the practice of issuing such certificates with the resultant lowering of the status of the teaching profession as a whole. In a Manifesto presented in 1921 by President Newland and General-Secretary Barnett on behalf of the Alliance, to the Minister of Education, the Honourable Perren Baker, this was one of the important demands.² Again in January, 1922, in a letter addressed to the Deputy Minister of Education, John T. Ross, Mr. Barnett protested against the practice of some School Boards of engaging "Permit" teachers when fully qualified teachers were available.³ As a result of a similar protest of the delegates to the Annual General Meeting in 1922, a deputation from the Executive met officials of the Department of Education and received an assurance of the Department's sympathetic attitude on this as well as a number of other issues.⁴ Subsequently there was a

1. A.T.A. Magazine, Vol. I, April, May, 1921, p.17.

2. Ibid., Vol. II, Oct., 1921, p.3.

3. Ibid., January, 1922, p.3.

4. Ibid., Vol. III, Feb., 1923, p.8.



decided decrease in the number of permits issued - by 1924 it had dropped to six - but these were replaced by "letters of authority" issued to persons who had failed to pass the Normal School requirements or were otherwise unqualified.¹ The Alliance then turned its attention to these.

In July, 1924, the Executive of the Alliance once more met Mr. Baker, the Minister of Education, to place before him resolutions passed at the recent Annual General Meeting. Among other things they received his promise that he would no longer permit the admission of "conditioned" students to the Normal Schools but there was no improvement in the matter of letters of authority.² As a consequence a second "Manifesto", presented to the Minister by the Executive of the Alliance, protested once more against the issuance of letters of authority to students who had failed in the practical work in the Normal Schools and of Third Class Certificates to those who had failed in other subjects.³ The Department of Education did for a time cut down on the issuance of certificates to underqualified teachers but

1. A.T.A. Magazine, Vol. V, Feb., 1925, p.16.

2. A.T.A. Magazine, Vol. V, August, 1924, p.11.

3. A.T.A. Magazine, Vol. V, May, 1925, p.15.

on the other hand gave permission to teach to many from outside the Province, while many qualified Alberta teachers were not employed, and made no attempt to limit the number of students entering the Normal Schools. The conviction grew that the satisfactory solution of the problem would come only when the A.T.A. exercised some control over the issuance of certificates.

In the Spring of 1928 the A.T.A. put forward a request to the Department of Education for the establishment of an Advisory Council in Education, which would give to the Alliance some control over the issuance of certificates and over the qualifications and training of teachers through A.T.A. representation on the Council.¹ This same request was embodied in a "Manifesto" presented to the Department of Education in July, 1929, by a committee of the Executive of the A.T.A. with President A. J. W. Powell, of Josephsburg School, Fort Saskatchewan as Chairman.² Apparently no action was taken for the same demand was made in a resolution of the Annual General Meeting in the following Spring.³ When the resolution was presented to the Government, the Alliance

1. A.T.A. Magazine, Vol. VIII, May, 1928, p.16.

2. Ibid., Vol. X, Sept., 1929, p.7.

3. Ibid., June, 1930, p.25.

was put off with a statement in a letter from Premier J. E. Brownlee that the matter could not be considered until the revision of the School Act was once more before the Legislature.¹

During the depression years the chief concern of the Alliance was the struggle against the lowering of teachers' salaries and the attempts of School Boards to evade the provisions of the School Act in regard to the statutory minimum of salaries, but in 1935 the matter of certification was once more revived. In that year a Brief presented to the Government by a committee of the Alliance under the leadership of President E. K. Thorlakson of Central Collegiate, Calgary, repeated the request for an Advisory Council. The Brief also urged that Grade XII standing be made the prerequisite for entrance to Normal School and that the training course for teachers be extended to two years. The delegation received an encouraging hearing and a promise from Premier Brownlee that the matters submitted would receive the careful consideration of his government.²

1. A.T.A. Magazine, Vol. XI, January, 1931, p.17.

2. A.T.A. Magazine, Vol. XV, May, 1935, p.4.

The victory of the Social Credit party in the elections of 1935 brought a favourable change of policy in this as in other matters of education. Almost immediately Premier Aberhart, who assumed the position of Minister of Education, began a curtailment of the number of students entering Normal Schools and a tightening of the requirements for entrance to those schools. From that time the complaints against poorly qualified teachers and against the flooding of the profession gradually disappeared. Following the introduction of a revised course of studies which included optional subjects for which teachers required special certificates, many in the profession found it necessary to take further training. At the same time the amendments to the School Act in 1942, which established salary schedules throughout the Province, made allowance for increased payments for additional training. This served as an incentive to many teachers to seek better qualifications.

Since 1942, when the Faculty of Education was established at the University of Alberta, there has been a marked improvement in the standard of professional training both sought for and required. Almost from the out-

set the A.T.A. had advocated a two-year training course for teachers. It was felt that this would not only raise the status of the profession but would act as a deterrent to those who wished to use teaching merely as a stepping-stone to some other occupation. Stability was necessary if the profession was to receive full recognition. In 1946 a two year training course for permanent certificates in teaching was announced by the Faculty of Education and received the approval of the Association. Although the programme was modified to meet the urgent demand for teachers after the war, the principle of longer training for teachers was definitely established.

In 1940, the President of the University, Dr. W. A. R. Kerr, submitted to the Board of Governors, with the endorsement of the Senate, a proposal to raise the status of the School of Education to that of a College of Education, in keeping with the precedent set in other Canadian and American Universities. When this proposal was endorsed by the Board of Governors the A.T.A. felt that another step had been taken toward full professional training and status. The College of

Education was restricted to the issuance of certificates for secondary schools. When in 1942 the College was raised to the status of a full-fledged Faculty it was considered that at last the profession was recognized as on a par with the other learned professions. The first Dean of the new Faculty was Dr. M. E. Lazerte who, as President of the A.T.A. and Principal of the College of Education, had done a great deal to raise the standards of the profession in the fields of both training and professional consciousness.¹

In 1944 it was announced that the Faculty of Education was to take over full responsibility for teacher training in Alberta, with courses so arranged as to lead to the degree of Bachelor of Education. An Advisory Board on Teacher Education and Certification was set up in 1945 to help in the work of the Faculty. The Board was to be made up of five representatives of the University, five of the Department of Education and three of the A.T.A., and a quorum of the Board to transact business must include at least one representative of the Association.² Here at long last was the

1. A.T.A. Magazine, Vol. XXII, May, 1942, p.16.

2. A.T.A. Handbook, 1947, p.13.

fulfillment of another aim of the A.T.A., that the teachers of the Province be adequately represented on any Board which directs teacher training and certification.

Chapter VI

PROFESSIONAL ACTIVITIES

Although economic considerations occupied the greater part of the interest of the Association through its earlier years, another major item of its programme was not neglected, namely, the furtherance of education in the Province. It was felt that if the teacher was to attain his rightful position in society as a member of a recognized profession he must be in touch with all movements in educational matters, must be familiar with all means of improving educational methods and facilities and be in a position to speak with authority on all questions pertaining to education. It was with this in mind that one of the earliest actions of the Alliance was to set up a Research Committee whose purpose was to investigate the problems of importance in education both in technique and administration and to place these matters before the members.

At the Annual General Meeting in 1920 a resolution was passed empowering the Executive to set up such a committee to be known as the Bureau of Research and it

was accordingly established.¹ Two standing committees, composed of both teachers and non-teachers, were appointed by the Bureau to make a study of two major problems, the High School Curriculum and Taxation for School Purposes, and the General-Secretary was empowered to appoint a suitable convener in each Local to help in gathering material.²

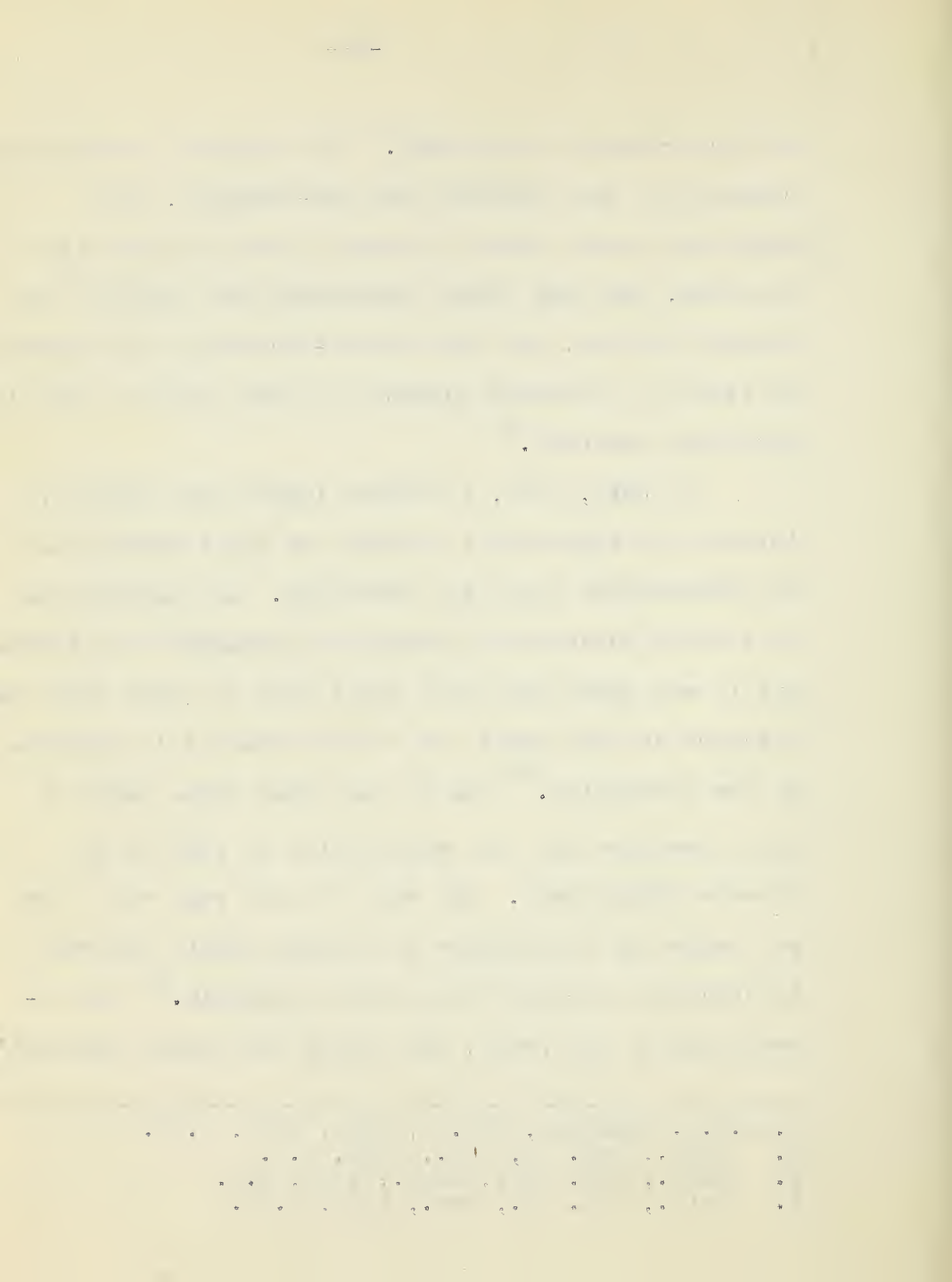
In July, 1927, a further impetus was given to interest in educational problems by the formation of the Educational Publicity Committee. Its purpose was to develop educational propaganda throughout the Province and it was hoped that this would help to rouse both the teachers and the public to a real interest in problems of the profession.³ One of the first steps taken by this committee was the organization in 1928 of the Alberta School Week. One week of each year was to be set aside for the purpose of rousing public interest in education through all possible channels.⁴ The co-operation of the Press, the Church and Parent Teachers'

1. A.T.A. Magazine, Vol. I, June, 1920, p. 7.

2. Ibid., Vol. II, Dec., 1920, p.3.

3. Ibid., Vol. VIII, Sept., 1927, p.9.

4. Ibid., Vol. IX., Nov., 1928, p.24.

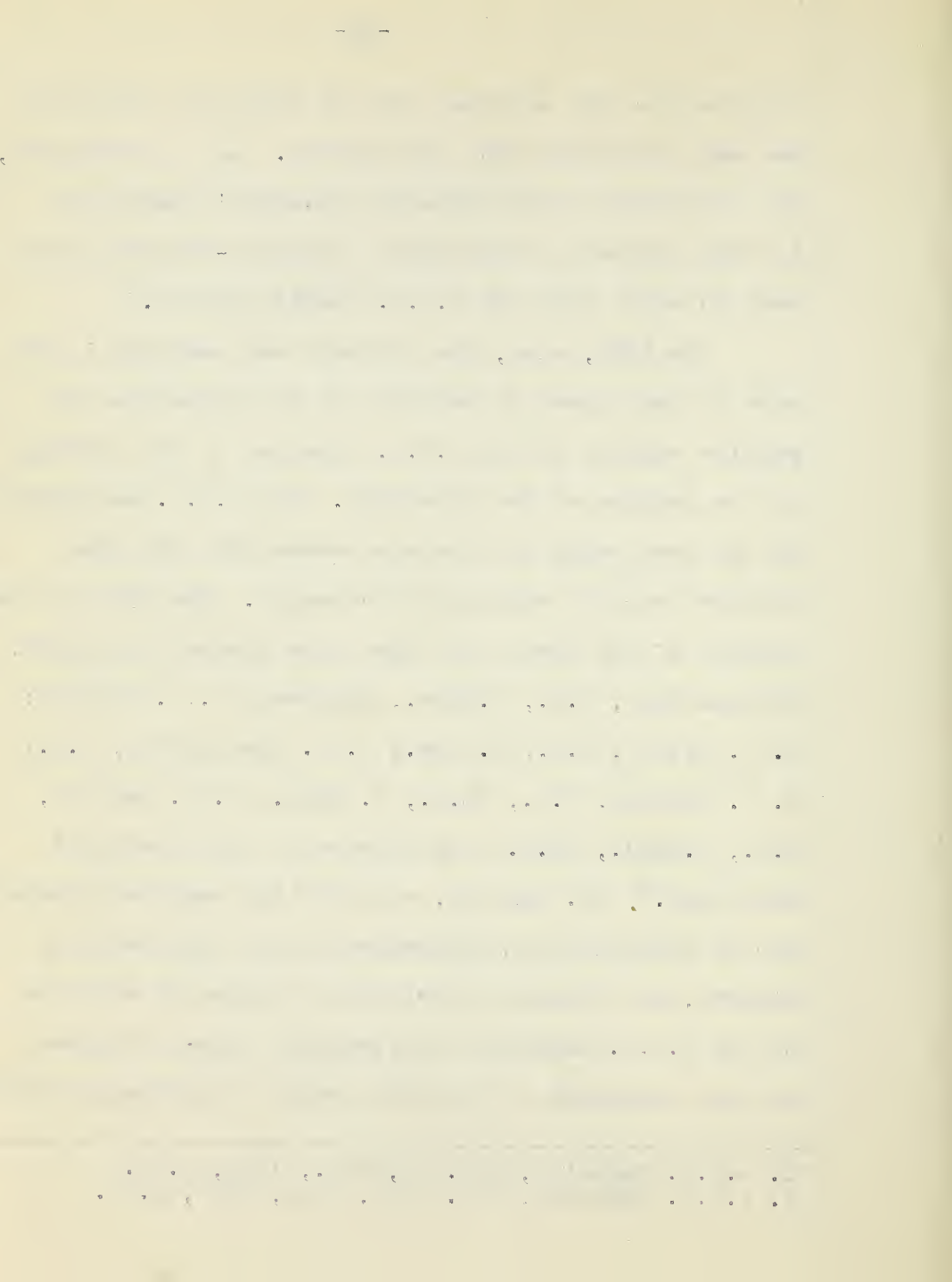


Associations was obtained and the Publicity Committee was well satisfied with the results. As a consequence, the convention of the Canadian Teachers' Federation in 1934 decided to undertake a Dominion-wide Education Week to which plan the A.T.A. readily agreed.¹

In 1928, also, new interest was awakened in the work of the Bureau of Research by the appearance of regular reports in the A.T.A. Magazine of the findings of the members of the committee. The A.T.A. was fortunate to have among its members several who had done advanced work in educational research. The list of the members of the Bureau for that year speaks for itself: Wilfred Wees, M.A., B.Educ., Chairman; L. G. Bennett; C. B. Willis, M.A., D.Paed.; D. L. Shortcliffe, M.A.; H. C. Newland, M.A., LL.B., B. Educ.; M. E. Lazerte, M.A., M.Educ., Ph.D.; and members of the Provincial Executive.² Dr. Lazerte, at that time Assistant Professor of Psychology and Education at the University of Alberta, had already contributed a series of articles to the A.T.A. Magazine on Elementary School Problems and now undertook a diagnostic study of problems encoun-

1. A.T.A. Magazine, Vol. XV, Nov., 1934, p.32.

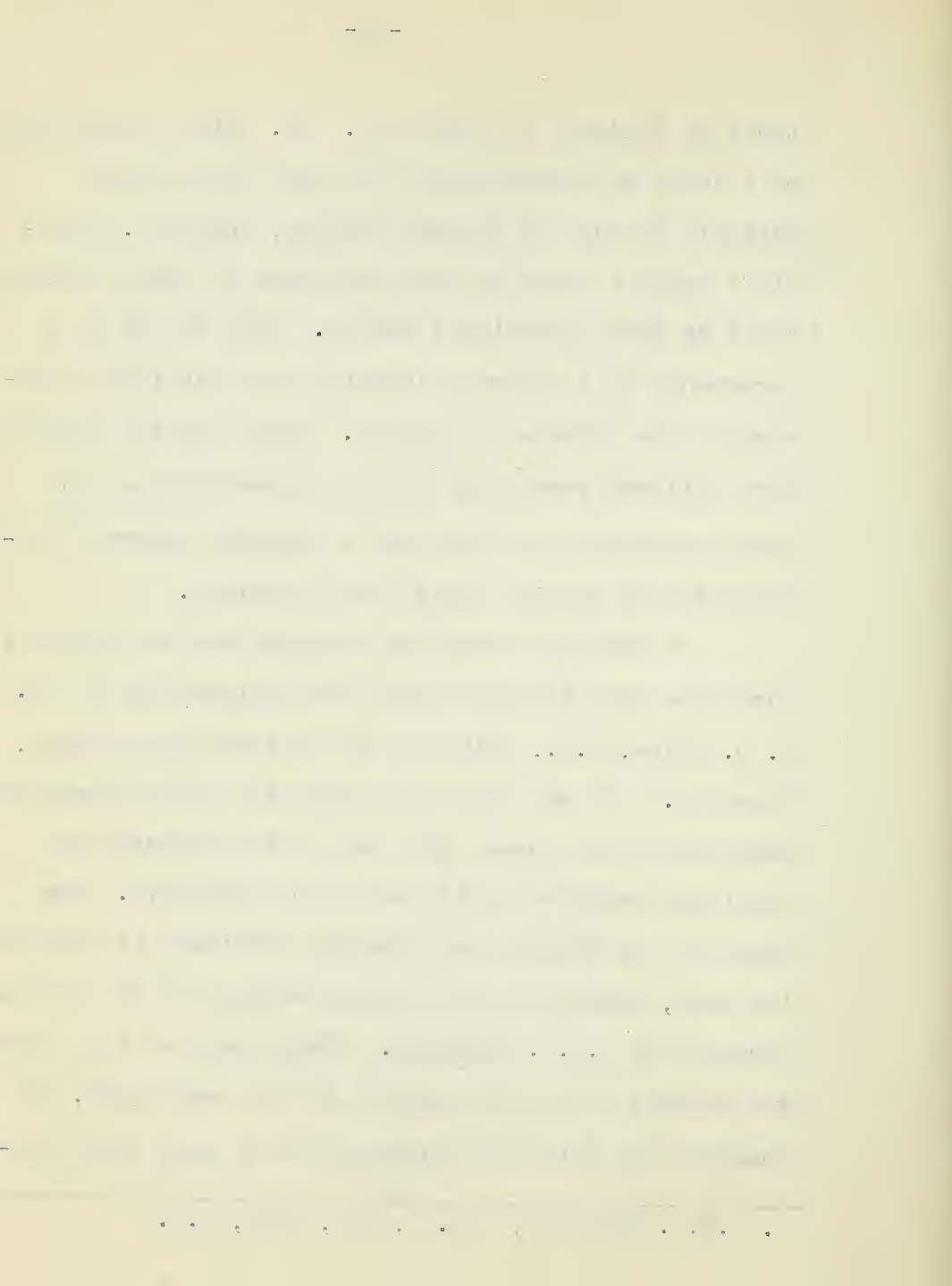
2. A.T.A. Magazine, Vol. VIII, June, 1928, p.17.



tered by students in Algebra 1. Dr. Willis took charge of a study of Standardized Tests and Measurements suitable for use in Alberta Schools, while Mr. Shortliffe began a study of ways and means by which children could be given vocational advice. This was to be a forerunner of a vigorous campaign for Vocational Guidance in the schools of Alberta. These special studies were followed yearly by similar investigations into other questions and furnished a valuable source of information on special educational problems.

In 1929 the Bureau of Research and the Publicity Committee were combined under the chairmanship of Mr. C. O. Hicks, M.A., Principal of Victoria High School, Edmonton.¹ It was felt that since the latter committee depended on the former for most of its material the combined committee would prove more effective. Now known as the Educational Research Committee it continued its work, making regular monthly reports to the Alliance through the A.T.A. Magazine. Though much of its study was centred on special courses in the curriculum, it branched out into the consideration of many other sub-

1. A.T.A. Magazine, Vol. X, May, 1930, p.9.



jects of educational interest. Its personnel was still not restricted to Alliance members and consequently its reports covered a very wide field. Among its most frequent contributors were Dr. M. E. Lazerte, who for a number of years edited the report in the Magazine, Dr. C. Sansom, Dr. H. E. Smith and Dr. G. E. Misener, but most of the outstanding teachers of the Province from time to time shared in the work of the Committee. Dr. C. Sansom was chosen by the Executive to become chairman of a special committee to prepare the brief on Education in Alberta presented to the Rowell-Sirois Commission.¹

Another similar venture of the Alliance was the establishment of the Bureau of Education whose purposes were the offering of opportunities to teachers to raise their status by completing courses by correspondence through the Bureau and the publication of Teachers' Helps and Manuals in the various prescribed courses of the Elementary and High Schools. A resolution of the Annual General Meeting of 1923 empowered the Executive to proceed with the establishment of the Bureau for which plans had already been prepared.² A large group

1. A.T.A. Magazine, Vol. XVIII, Jan., 1938, p.4.

2. A.T.A. Magazine, Vol. III, April, 1923, p.18.

of well-qualified teachers were engaged to conduct the correspondence courses and another similar group prepared the Teachers' Manuals and Helps. Mr. H. C. Newland, M.A., LL.B., Editor of the Magazine and former President of the Alliance, was named Manager of the Bureau and Mr. J. W. Barnett, General-Secretary of the A.T.A., was made Secretary-Treasurer. Since legally the Alliance could not operate such a Bureau through its Executive, it was necessary to place it under the Alberta Teachers' Alliance Publishing Company. It was therefore conducted as a separate undertaking but its policies were controlled by the Alliance.

Although the Bureau of Education continued for a number of years to supply a much-felt need of the teachers and students in the Province, difficulties arose from time to time. These were chiefly of a financial nature. The Annual General Meeting of 1924 instructed the Executive to consolidate the offices and staff of the Magazine and the Bureau of Education. The officials in charge were no longer to be members of the Executive but the control of all the finances was to be in the hands of the Finance Committee of the Alliance.¹

1. A.T.A. Magazine, Vol. IV, May, 1924, p.15.

The following year a resolution of the Annual General Meeting gave the management of both the Magazine and the Bureau to the General Secretary-Treasurer.¹ The Bureau of Education was proving too costly to the Alliance as it was found difficult to canvass teachers for either sales or collections. Therefore in 1928 the Bureau of Education was disposed of to the Western Canada Bureau of Education, which became known as the Western Canada Institute.² The Alliance for a time retained some shares in the company but these were later sold.

Another similar phase of the activities of the A.T.A., which proved especially valuable to the younger teachers was the publication through the Teachers' Helps Department of the A.T.A. Magazine of detailed monthly outlines of the work to be covered in the various grades of the Elementary Schools. Previously various special articles had appeared in the Magazine, written by successful teachers and supervisors, on individual subjects but in February, 1927 under the direction of Mr. Samuel J. Dymond, of Calgary, these articles were combined with carefully organized material for use by less experienced teachers.³ When in 1936 the course of

1. A.T.A. Magazine, Vol. V, May, 1925, p.11.

2. Ibid., Vol. VIII, July-August, 1928, p.16.

3. Ibid., Vol. VII, Feb., 1927, p.32.

studies was radically changed and the enterprise method of teaching was introduced into the Alberta Schools¹ the need for these detailed outlines disappeared but they were followed by helpful explanations and directions for the conduct of the new courses.

For a number of years after the formation of the Alliance, members had felt the need for some form of guidance in the schools which would help the student in choosing the type of occupation toward which he should direct his studies. Finally in 1928 through the Bureau of Research, Mr. D. L. Shortliffe, M.A., undertook a study of ways and means by which students could be given vocational guidance. As a result of this a resolution was passed at the Annual General Meeting of 1928 suggesting that the Government introduce Vocational Training Schools in the Province to furnish education for the student~~s~~ of a less academic turn of mind. A delegation from the Alliance which waited upon Premier Brownlee to present this suggestion among others, received the promise that the matter would be given consideration.² In the same year a report by Mr. C. O. Hicks, M.A.,

1. A.T.A. Magazine, Vol. XVI, May, 1936, p.6.
2. Ibid., Vol. IX, May, 1929, p.16.

A.T.A. representative on the Curriculum Revision Committee, held out hope that a course in Vocational Guidance might soon be introduced.¹ However, the matter seems to have rested there for some time.

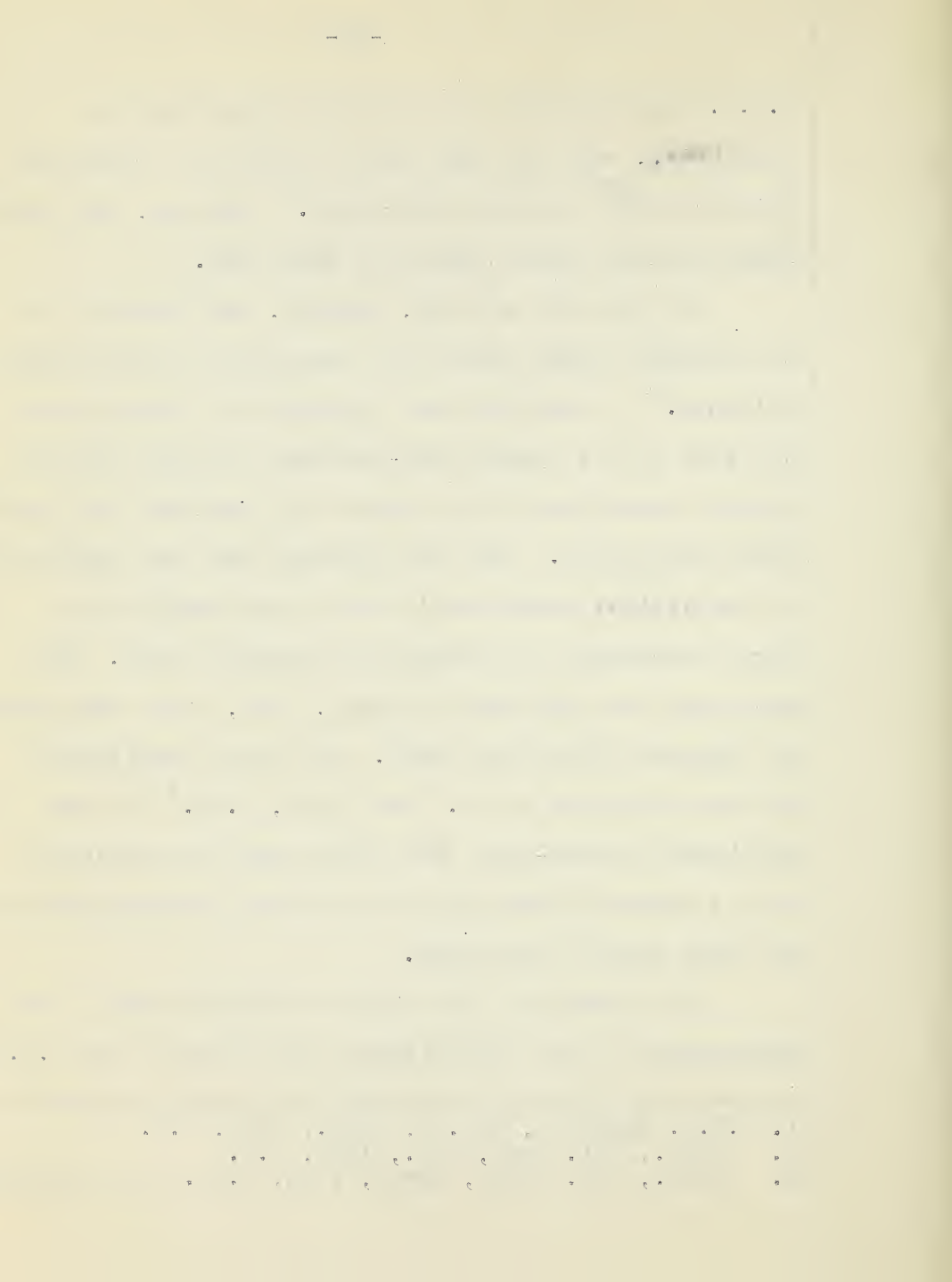
In the Fall of 1936, however, the Executive of the Alliance began plans for a monograph on Vocational Guidance.² A committee was appointed to proceed with the work and to appoint sub-chairmen to study each of several vocations and to collect and evaluate all available information. When the material had been submitted to the **central** committee it was to be compiled in a form interesting to students and parents alike. The monograph was published in April, 1938, under the title of "Choosing Your Life Work". The final compilation had been the work of Mr. Fred Tyler, B.Sc.³ It was published in text-book form to be used in connection with a course in Vocations and Guidance established in the High School Curriculum.

The Summer of 1939 marked a further step in the development of the professional activities of the A.T.A.

1. A.T.A. Magazine, Vol. X, Sept., 1929, p.3.

2. Ibid., Vol. XVII, Oct., 1936, p.2.

3. Ibid., Vol. XVIII, April, 1938, p.15. Also ADDENDUM I.



At that time the Executive sponsored a Summer School course for the training of Study Group leaders in "The Psychology and Supervision of Reading", supplying all the books and tests required in the course.^{1,3} Of a somewhat similar nature was the inauguration in 1943 of a series of Survey Tests, to be extended through five years, in the attainments of Grade X students. The purpose of the tests was to determine the standard of preparation of students for the High School programme. The results of the tests and commentaries upon them by Dr. C. Sansom have been published annually in the A.T.A. Magazine. When this study has been completed it will form a good basis for criticism of the attainments in the Elementary and Intermediate Schools.²

The Teaching Profession Act of 1935 stipulated that the Alberta Teachers' Association was to assume as one of its responsibilities the establishment of a suitable library of reference books which would be valuable to members of the profession. The same act also implied the duty of the Association to establish itself as a truly professional body. The fact that

1. A.T.A. Magazine, Vol. XX, April, 1940, p.11.

2. Ibid., Vol. XXIV, Oct., 1943, p.15.

3. SEE APPENDIX 2

there was no longer any need for the Association to spend large sums in organization work to gain members left more money available for professional undertakings. It was for these reasons that the Annual General Meeting in 1938 directed the Executive to set up four trust funds, one for the library, one for scholarships, another for research and a general trust fund. Annual payments from the general fund were to be made, \$3,000 to the general fund and \$1,000 to each of the others. Special committees were to be appointed to administer the funds and the Executive was empowered to make such payments as were required by the committees. A Trust Fund Board has since been established which has control of the administration of all the trust funds.

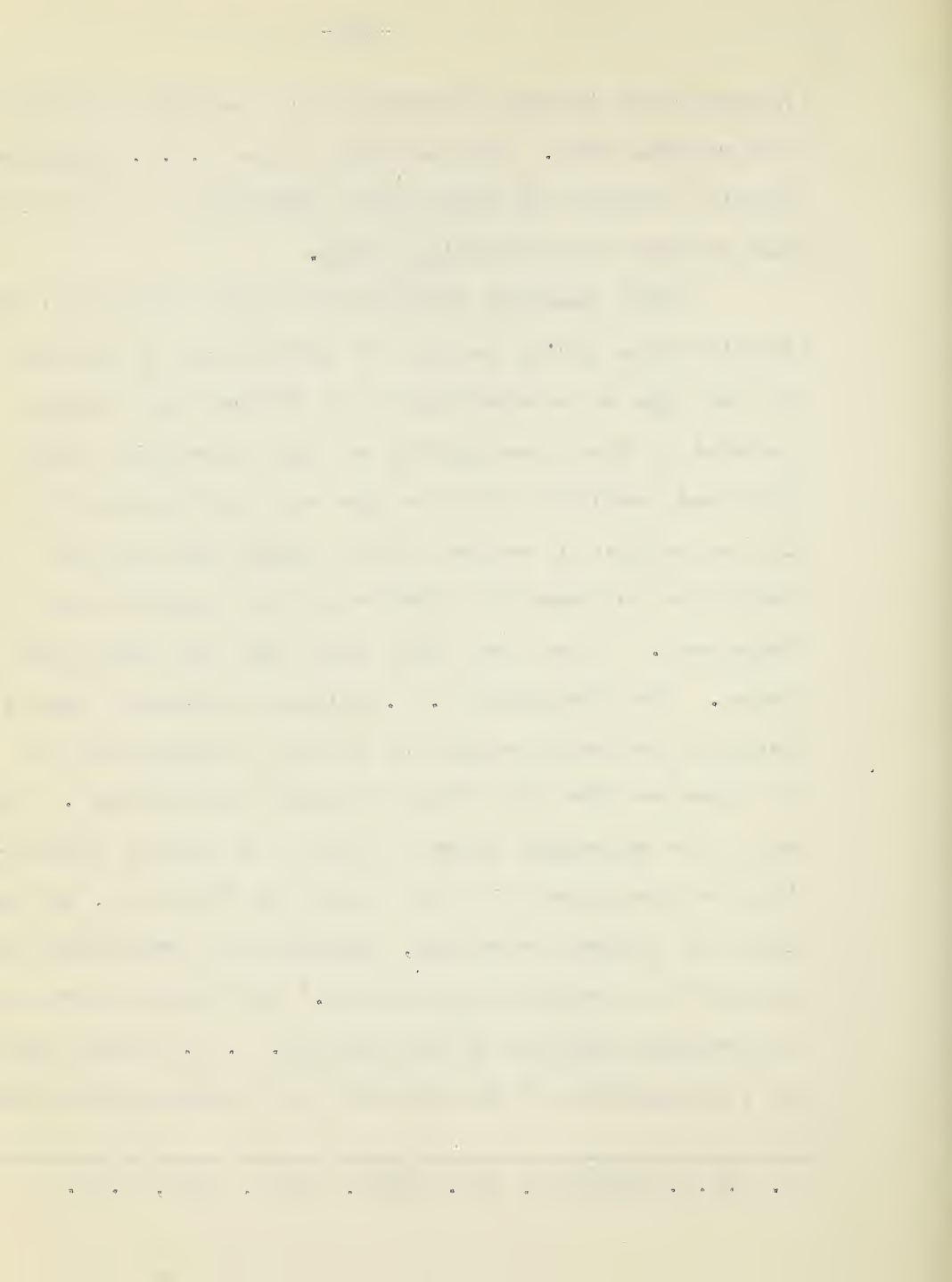
With the money thus provided the A.T.A. now maintains a circulating library for the use of all its members. The library contains nearly one thousand books on all phases of education and on questions of current public interest. At present the books are kept in the office of the Association but plans for a new A.T.A.

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1. A.T.A. Magazine, Vol. XVIII, June, 1938, p.21.
 2. A.T.A. Handbook, 1947, pp. 122-126.

headquarters include provision for a suitable library and reading room. Each edition of the A.T.A. Magazine carries lists of the most recent additions to the library and reviews of outstanding books.

Until recently little was done in the matter of scholarships partly because of differences of opinion as to the type of scholarship to be offered but chiefly because of the preoccupation of the Association with problems resulting from the war and participation in the activities of various other groups such as the Committee on Community Service and the Committee on Democracy. It was not until 1947 that any steps were taken. Then President W. C. Melsness announced that a decision had been reached to set up a scholarship to be known as "The John Walker Barnett Scholarship". It was to be an annual award of \$300 to a student completing the second year in the Faculty of Education, on the basis of academic standing, qualities of leadership and interest in professional matters.¹ It was to serve as a permanent memorial of the late Dr. J. W. Barnett and as a recognition of his services to the Association and

1. A.T.A. Magazine, Vol. XXVII, April, 1947, p.10.



to education in general. It was planned that as soon as the income from the Scholarship Trust Fund is sufficient further scholarships will be established.

With the membership of the A.T.A. scattered throughout the Province it was almost inevitable that most of its professional activities should be carried on through committees of the Executive but two other agencies especially served to keep the members in touch with the work of the Association and to allow them to share in its activities. These were the Fall and Easter Conventions and the A.T.A. Magazine. The Fall Conventions developed from the earlier conventions or institutes, arranged by the Inspectors of the Department of Education in each of the various inspectorates. Their purpose was at first simply to provide an opportunity for the Inspectors to meet the teachers as a group and to discuss with them various aspects of their work. These conventions were provided for in the School Act and were carried on in school time. As the A.T.A. grew stronger arrangements were made with the Department of Education to allow a portion of the time to be devoted to discussion of A.T.A. problems. Since the passing of the Teaching Profession Act and the establishment of the

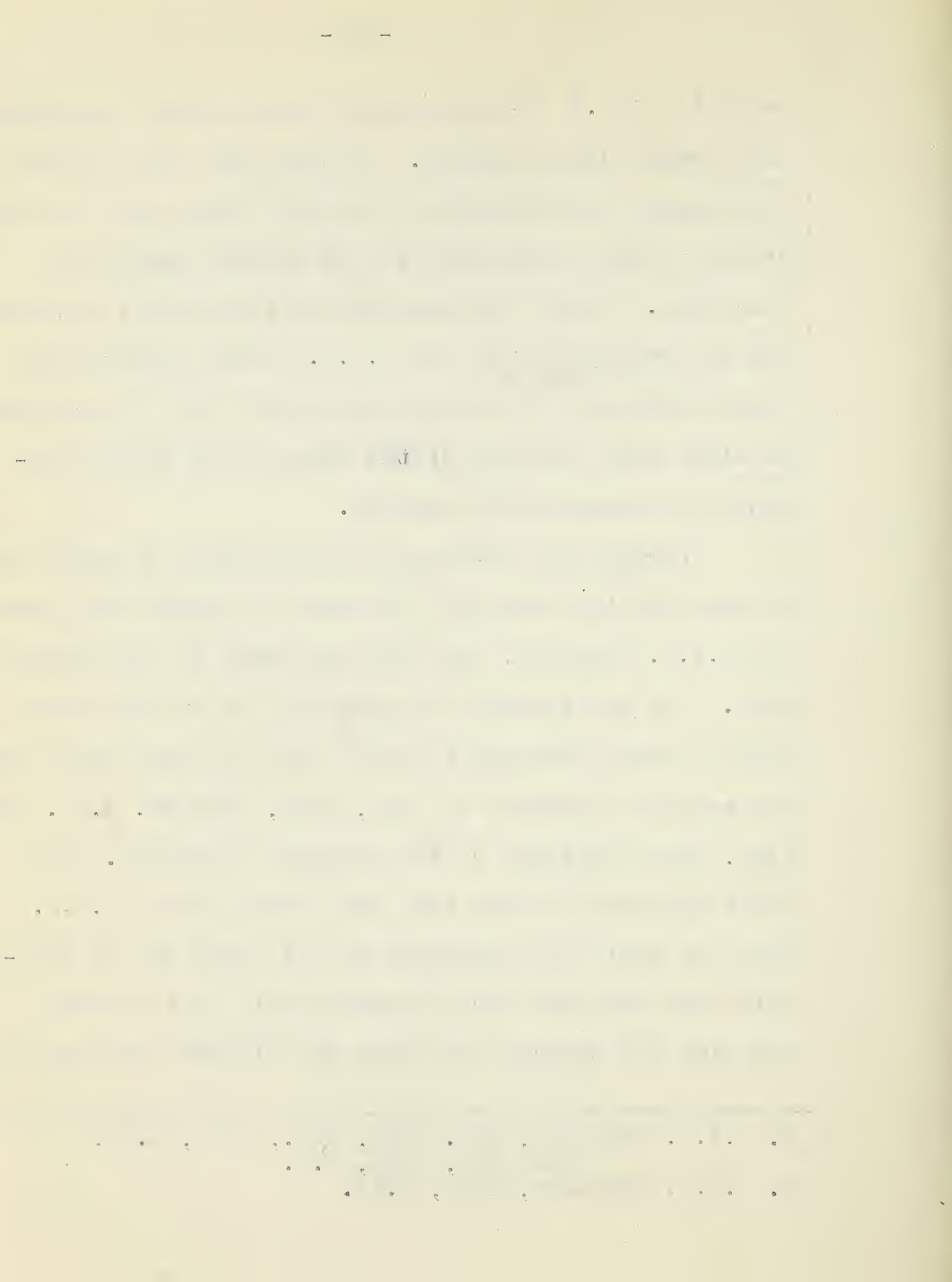
large divisions of administration the Fall Conventions have been used for the Annual Meetings of the Locals of the A.T.A. The programmes for the meetings are drawn up by the Executives of the various Conventions in co-operation with the Superintendents of the Divisions and the High School Inspectors. The Conventions last for two days and the programmes provide ample time for discussion of A.T.A. matters and current educational problems.

The Easter Convention, on the other hand, is the survival of the Annual Convention of the Alberta Educational Association, an organization sponsored originally by the Department of Education. Its meetings were held during Easter Week and although composed chiefly of teachers they represented any groups or individuals interested in education. It was customary in the early years of the Alliance to hold the Annual General Meeting at the same time and to fit its sessions into the programme of the Educational Association wherever time permitted. After the amalgamation of the two groups in the Alberta Educational Federation the arrangements for the conventions were given over to the Alliance and its Annual General Meeting was allotted

suitable time.¹ Professionally these Easter Conventions have proved very valuable. To them have been brought outstanding educationists from both Canada and the United States to give leadership in the broader aspects of education. Recent developments in education in Alberta and the recognition of the A.T.A. as the professional organization of all the teachers have made it necessary to allot more and more of the time of the Easter Convention to Association matters.

Perhaps the strongest single agency in promoting professionalism among the teachers of Alberta has been the A.T.A. Magazine, the official organ of the Association. Its publication was provided for at the first Annual General Meeting in 1918² and the first issue of the magazine appeared in June, 1920, with Mr. H. C. Newland, then President of the Alliance as Editor. The first editorial stated that the policy of the A.T.A. Magazine would be controlled at all times by the Executive and that its first purpose would be to further the aims and objects for which the Alliance existed and

1. A.T.A. Magazine, Vol. XIII, Oct., 1932, p.17,
also May, 1933, p.6.
2. A.T.A. Handbook, 1947, p.11.

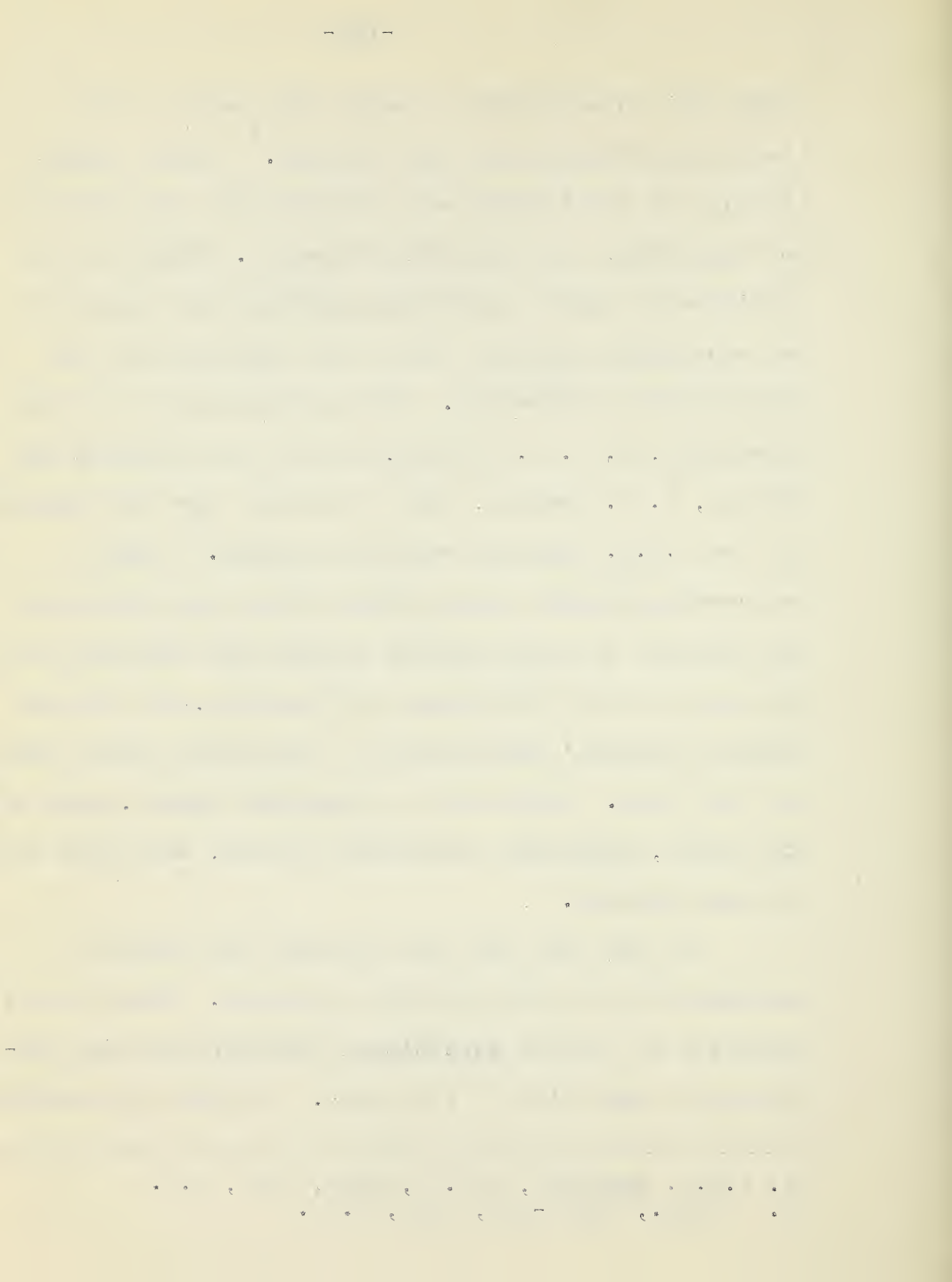


above all to endeavour to raise the status of the teaching profession in the Province.¹ Almost immediately the publication was criticized by the Minister of Education, the Honourable George P. Smith for its policies in openly expressing opinions and criticism on educational matters and on the operation of the Department of Education. Bold statements by the Past President, T. E. A. Stanley, and by the President and Editor, H. C. Newland, made it obvious that the policies of the A.T.A. Magazine would not change.² Each succeeding monthly issue placed before the membership the details of controversies between the Alliance on the one hand and the Department of Education, the Alberta School Trustees' Association or individual School Boards on the other. Admittedly a propaganda agency, much of the space, especially in earlier issues, was given over to such matters.

At the same time the Magazine has served a multiplicity of other valuable purposes. Almost every question of current educational interest has been discussed at some time in its pages. Articles by teachers,

1. A.T.A. Magazine, Vol. I, June, 1920, p.3.

2. Ibid., April-May, 1921, p.17.



both within and outside the organization, and by prominent educationists in various fields have been published. Reports of various committees of the Executive such as the Bureau of Research have reached the members through its columns, the valuable work of the Teachers' Helps Department has already been noted. The Magazine became the means by which communications of general interest reached the Locals and Sub-Locals. Since the passing of the Teaching Profession Act also, it has published regularly the Official Bulletin of the Department of Education with notices to the teachers from that source. At the same time teachers in outlying districts have been kept in touch with what was being done in other places, through the publication of reports from the various Locals and Sub-Locals. Though from time to time, at the Annual General Meeting, the subject matter of the Magazine has been criticized and recommendations made for improvements, the value of the Magazine has never been questioned.

In 1925, as has already been mentioned, in accordance with resolutions passed at the Annual General Meeting, the management of the Magazine along with the Bureau of Education was placed in the hands of the General-Secretary-Treasurer and Mr. J. W. Barnett was

named Managing-Editor. He retained that post until his retirement in 1946 when he was succeeded by Mr. Eric C. Ansley, the newly chosen General Secretary-Treasurer.¹ For the most part the Magazine has been more than self-supporting, the only exception being during the depression years when advertising fell to a minimum. At the outset subscription to the Magazine was voluntary but since 1936 it has been the practice to include the subscription with the membership fees.

1. A.T.A. Magazine, Vol. XXVI, May, 1946, p.7.

Chapter VII

THE ADVANCEMENT AND SAFEGUARDING
OF EDUCATION IN ALBERTA

It is significant that the first clause in the statement of policy embodied in the original constitution of the Alliance was "to advance and safeguard the cause of education in Alberta". This purpose lay behind most of the activities of the A.T.A. even in its earliest years. If education was to advance in Alberta, first and foremost there must be a body of well-qualified teachers, alive to the educational problems and theories of the day, happy in their work and satisfied to devote themselves permanently and whole-heartedly to their chosen profession. Secondly there must be established in the schools of Alberta a curriculum which would meet the demands of life in a modern democracy, socially, vocationally, and politically. Lastly, it was essential that there should be in Alberta a system of administration which would give, as nearly as possible under existing circumstances, equality of opportunity to all students, both rural and urban, and would distribute the cost of education as equitably as possible.

In earlier chapters we have dealt with activities and achievements of the A.T.A. in meeting the first of these demands which in many ways were to help in the attainment of the other two.

From the outset the A.T.A. claimed that the teachers as a body were best qualified to determine the nature of the subject matter of the curriculum laid down for the schools and also the standards that should be required of the students. In this they met with rather less opposition than usual from the Minister of Education, the Honourable George P. Smith. In the Manifesto presented to the Government in the Fall of 1921, the Alliance expressed the desire to co-operate with the Department of Education in revising the High School curriculum by sending representatives to the committee currently working on the revision, and at the same time it expressed the opinion that in the matter of the Public School curriculum the Alliance had not been given sufficient opportunity to bring forward the views of its members on suitable changes.¹ The reply

1. A.T.A. Magazine, Vol. II, Oct., 1921, p.3.

to this manifesto was embodied in a letter from Mr. G. F. McNally, at that time Supervisor of Schools, in which the invitation of the Minister of Education was extended to the members of the Alliance to participate in the study of the curriculum and to place its views before the Curriculum Committee.¹ The Alliance then, through its own committee, began a systematic compilation of the views of its members in the matter. Through the General-Secretary the teachers of the Province were circularized and a questionnaire was sent out to stimulate discussion and help organize the various views. In December, 1921, the Provincial Curriculum Committee of the Alliance met with the Executive to compile all the information thus gathered. This was placed before the Revision Committee by a representative of the Alliance who had been invited by the Minister of Education to attend its sessions.² Before the next Annual General Meeting, moreover, the Department of Education released for consideration by the teachers the proposed revised curriculum for the Elementary Schools. Unfortunately this was not done early enough to stimulate any worthwhile discussion when the teachers met.

1. A.T.A. Magazine, Vol. II, Oct., 1921, p.7.

2. Ibid., Dec., 1921, p.23.

In December, 1922, through the A.T.A. Magazine, the Alliance began the issue of a series of questionnaires on the new course of studies for Public Schools through which they hoped to get the views of teachers in general. Again the results were compiled and used by the A.T.A. representative on the Curriculum Committee.¹ In June, 1926, through the Curriculum Committee of the Alliance, still another questionnaire was issued, this time to the High School teachers, asking for proposals for further changes in the High School curriculum. The resulting report was presented to the Honourable Perren Baker, Minister of Education, by delegates of the Executive who met the Minister in July. At that meeting the Alliance was invited to send representatives to the Legislative Committee on Educational Problems.²

During the Summer of 1929 the new High School curriculum came up for review and again at the request of the Alliance a representative of that body was included on the Curriculum Committee. This representative was also given permission to call in specialists

1. A.T.A. Magazine, Vol. III, Dec., 1922, pp. 8-9.

2. Ibid., Vol. VII, Sept., 1926, p.29.

to review the various subjects before the committee. They voiced the opinion of the teachers as a whole obtained through a further series of questionnaires. The Alliance representative on the committee, Mr. C. O. Hicks, M.A., in making a report to the membership on the results of this method, expressed the view that it had proved very satisfactory.¹ In the Fall of 1933, when the High School curriculum was once more under review, the Minister of Education requested the Executive of the Alliance to appoint outstanding teachers from various parts of the Province to give advice in their special subjects to be used in the Handbook on High School Courses soon to be issued. The Alliance now had reason to feel that the right of teachers to take a leading part in shaping the curriculum had been fully recognized.²

In the matter of administration two main features met with the disapproval of the Alliance. One was the dependence of education upon local taxation and the other was the restricted school district which placed too much power in the hands of the small local School Boards. The first of these, it was felt, worked a

1. A.T.A. Magazine, Vol. X, Sept., 1929, pp. 1-3.

2. Ibid., Vol. XIV, April, 1934, p.7.

hardship not only upon the taxpayers but also upon the children in the poorer districts where taxation could not produce sufficient revenue to give them the same opportunities enjoyed by children in wealthier districts. At the time the Alliance maintained that no real equality of opportunity, for rural students at least, could be attained until the unit of administration was enlarged. This would make possible the establishment of schools with teachers specializing in certain subjects and more especially, the provision of rural High Schools to meet the needs of the older students. In both these fields, however, the activities of the Alliance were limited for the most part to propaganda since it could claim no real authority to interfere in matters of administration.

From the standpoint of finance two main policies for improvement were advocated by the Alliance. At the outset they suggested the imposition of a blanket tax for education on all assessable property throughout the Province. This would distribute the cost of education more equitably and lift some of the burden from the poorer and more sparsely populated areas. Under the existing circumstances some teachers were

being forced to assume indirectly an unjust share of the cost of education through the acceptance of low salaries and the students were suffering through the inability of the poorer districts to keep their schools supplied with well-qualified and experienced teachers. Through the columns of the A.T.A. Magazine and through other publications the Alliance urged the efficacy of the blanket tax as a solution of the problem but with little success.¹ Some support was gained from the Alberta Trustees' Association, but the idea of the tax was never popular and the Government probably doubted its expediency from the standpoint of politics.² For a time the Alliance turned its attention to the establishment of the larger unit of administration and then approached the problem of finance from another angle, increased government grants to School Districts.

To the Alliance must go the credit of being the first organization in Alberta to advocate the establishment of larger units of administration in education.³ In early issues of the Magazine articles were published proposing this as one of the first steps

1. A.T.A. Magazine, Vol. II, October, 1921, p.36.

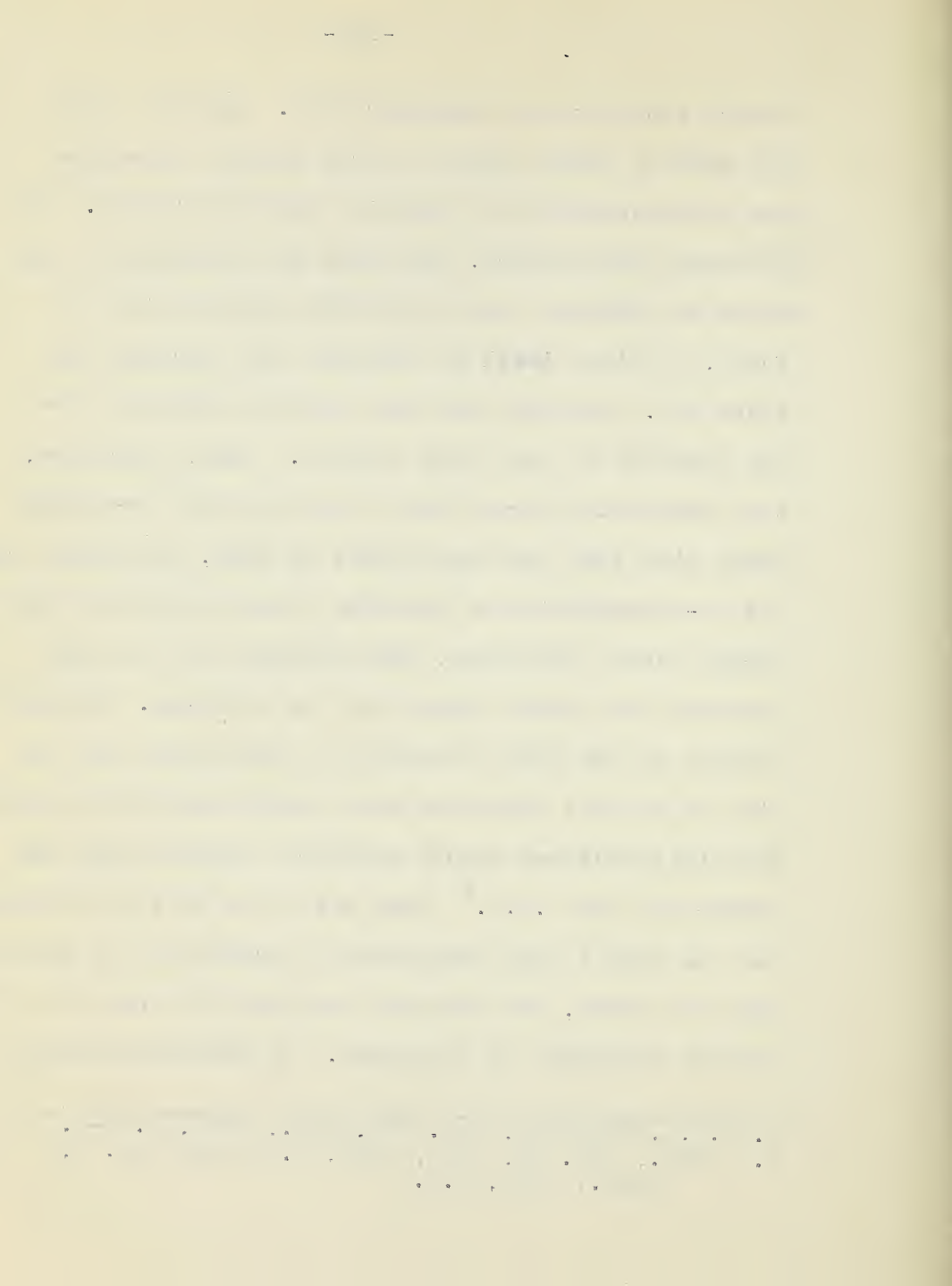
2. Ibid., Vol. VI, December, 1925, p.22.

3. Ibid., Vol. II, March, 1922, p.13.

toward satisfactory administration. Careful study was made of larger units as they existed elsewhere and the possibility of adopting them in Alberta.¹ As has been noted before, this plan was advocated as one means of gaining a more equitable distribution of costs, a fairer level of salaries for teachers and above all, a broader and more uniform education for the students in the rural schools. When, therefore, the Honourable Perren Baker introduced his so-called Baker Bill into the Legislature in 1929, providing for the re-organization of existing School Districts into larger School Divisions, the principle of the bill received the hearty support of the Alliance. Certain clauses of the bill in regard to supervision and the size of the new divisions were questioned but the general principle received almost unanimous support from the members of the A.T.A.² Even after the bill was dropped for the time in the Legislature, because of the opposition it evoked, the Alliance continued to press for the general principle it contained. It advocated however

1. A.T.A. Magazine, Vol. VII, Nov., 1926, p. 1-3.

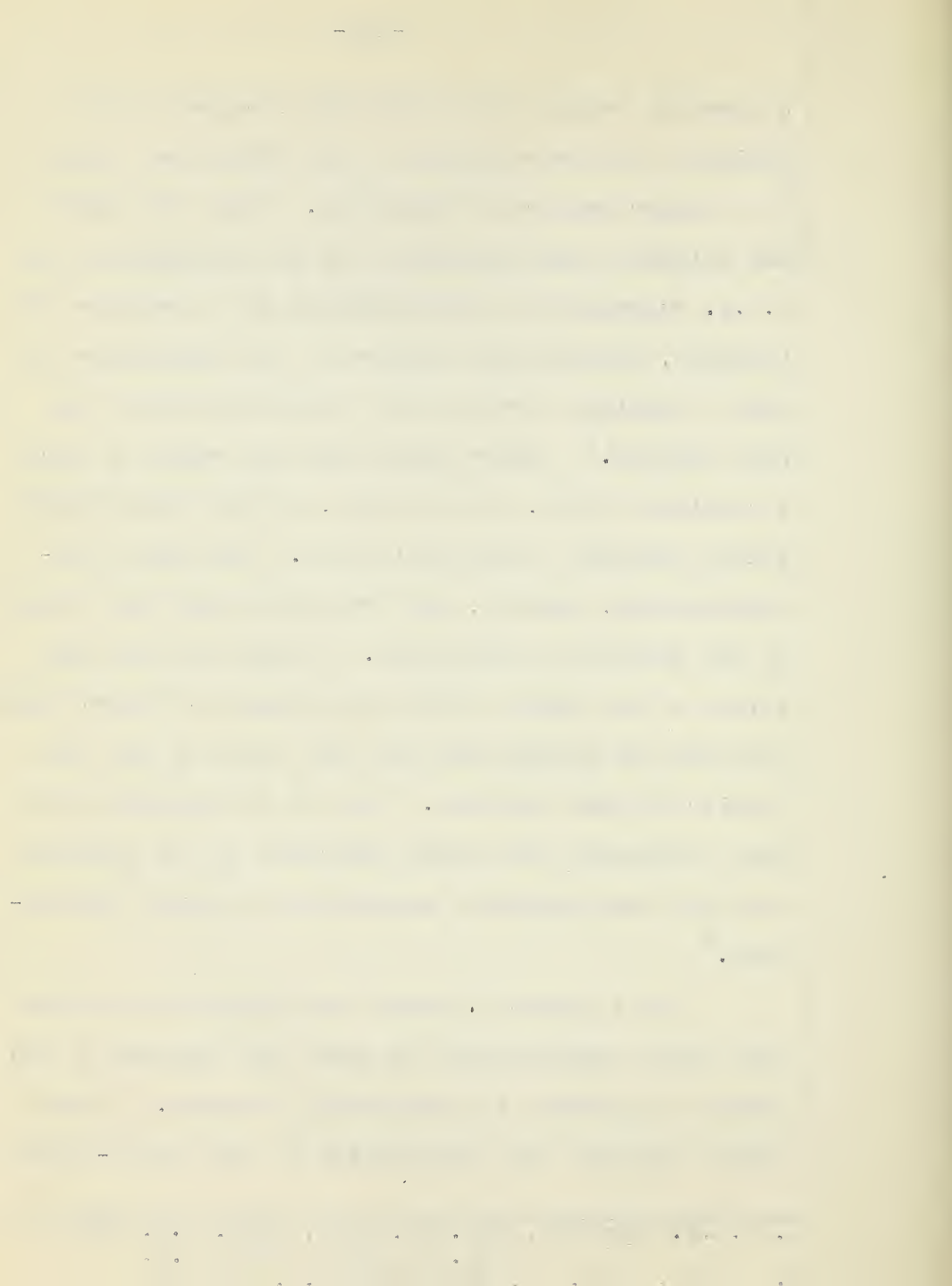
2. Ibid., Vol. IX, June, 1929, p.9; also Vol. X, Sept., 1929, p.9.



a somewhat smaller unit than that proposed by the Minister and the retention by the Divisional Boards of a larger measure of authority. Since the matter had raised so much opposition in the Legislature the A.T.A. suggested the establishment of a committee of teachers, trustees and members of the Legislature to make a complete survey of the situation before the next session.¹ Reform based upon the report of such a committee would, it was hoped, prevent educational policy becoming a political issue. The idea of re-organization, however, was dropped for the time being by the Minister of Education. It was not until the advent of the Social Credit Government in Alberta that the plan was revived and put into force by the late Premier William Aberhart. The new arrangements were more in keeping with those advocated by the Alliance and have been generally accepted as a marked improvement.²

For a number of years the Alliance has worked with other organizations to rouse the interest of the Federal Government in educational problems. In the report prepared for presentation to the Rowell-Sirois

1. A.T.A. Magazine, Vol. IX, June, 1929, p.9, also
Vol. X, Sept., 1929, p.9.
2. Ibid., Vol. XV, May, 1936, p.2.



Commission the weaknesses of the present arrangements were pointed out and federal aid for education was offered as a solution.¹ The report of the commission, however, did not adopt the suggestion.² Some Federal grants have been made for technical and vocational training but the Federal government has steadfastly refused to assume any responsibility in financing general education. During the recent war the A.T.A. co-operated with the Canadian Teachers' Federation in once more pressing for Federal aid but as yet they have attained no success.³

Since 1946 the Alliance has joined the Alberta School Trustees' Association and other groups to bring pressure upon the Provincial Government to make larger grants to education as one means of overcoming the difficulties in that field following the Second World War. Representatives of these groups in the Alberta Educational Council have conducted an extensive campaign through the press and radio, to arouse public

1. A.T.A. Magazine, Vol. XVIII, April, 1938, p.17.

2. Ibid., Vol. XXI, Sept., 1940, p.8.

3. A.T.A. Magazine, Vol. XXIII, Sept., 1942, p.4,
also Dec., 1942, p.9.

interest and concern.¹ Partly as a result of this the Provincial Government has made substantial increases in educational grants.² In a less tangible way the Alberta Educational Council has also been successful for it has been a means of drawing together the two large organizations of trustees and teachers to work for the improvement of education in Alberta.

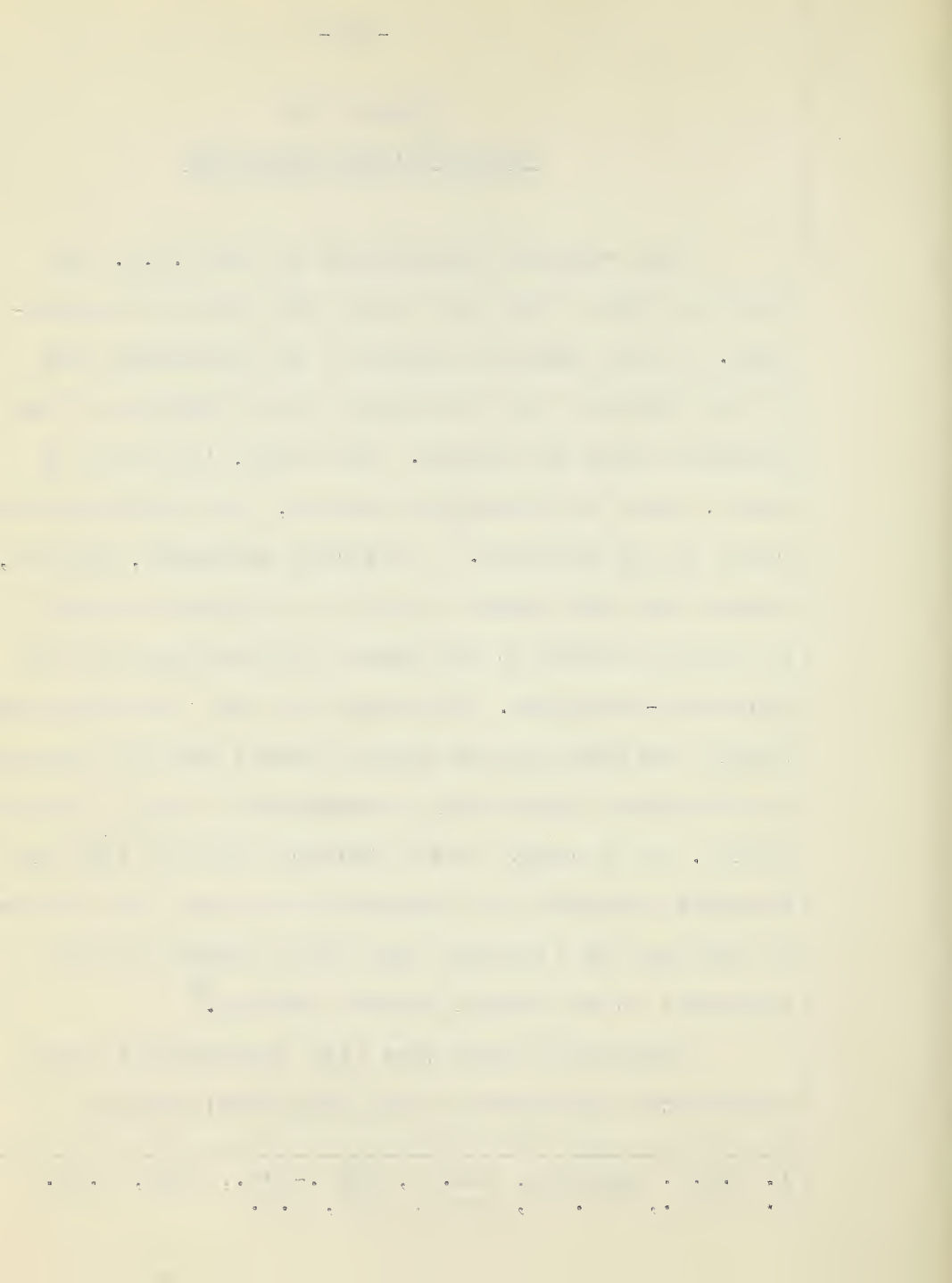
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1. A.T.A. Magazine, VOL. XXVII, Feb., 1947, p.7.
 2. Ibid., Vol. XXVII, April, 1947, p.4.

Chapter VIII
CONSTITUTIONAL EVOLUTION

The original Constitution of the A.T.A. was drawn up with a view to a large and scattered membership. As was noted in Chapter I the governing body of the Alliance was the Annual General Meeting of the delegates from the Locals. This body, in theory at least, chose the Executive Council, the administrative organ of the Alliance.¹ It became customary, however, almost from the outset to have the officers elected by ballots mailed to the members and returned to the Secretary-Treasurer. The result of this balloting was simply confirmed by the Annual General Meeting through the President instructing some member to cast a general ballot. As a result of an electoral vote in 1926 the Executive amended the Constitution to make the election of officers by a general vote final without further reference to the Annual General Meeting.²

Originally there were five geographical areas represented by members on the Executive; Northern

1. A.T.A. Magazine, Vol. I, Sept.-Oct., 1920, p.15.
2. Ibid., Vol. VI, April, 1926, p.9.



Alberta, South-eastern Alberta, South-western Alberta, Edmonton and Calgary. Later as the Alliance grew and the number of schools in the central and northern parts of Alberta increased there was need for a larger number of District Representatives. In the By-laws adopted by the Annual General Meeting in 1936, following the passing of the Teaching Profession Act, the number of District Representatives was enlarged by the creation of three new districts; North-eastern, North-western, and Central Alberta. Central Alberta has since been divided and there are now eight District Representatives on the Executive Council.¹

One step of major importance to the Alliance was the decision at the third Annual General Meeting in April, 1920, to appoint a Secretary-Treasurer to devote his full time to secretarial and organization work.² While the matter of the appointment was left to the Executive their obvious choice was Mr. J. W. Barnett who had been Secretary-Treasurer from the outset and whose experience previously with the National Union of Teachers in England had been invaluable in

1. A.T.A. Handbook, 1947, p.6, also p.54.

2. A.T.A. Magazine, Vol. I, June, 1920, p.25.

the organization of the Alliance. Mr. Barnett was persuaded to give up his position in Strathcona High School, Edmonton, and to devote his full time to the work of the Alliance. In the years immediately following, although Mr. Barnett was Business Manager of the A.T.A. Magazine, Mr. H. C. Newland was Editor. The latter was also named Manager of the Bureau of Education while Mr. Barnett again acted as Secretary-Treasurer of the Bureau. This arrangement was found to be too complicated and as a result a resolution of the Annual General Meeting in 1924 called for the re-organization of the Administrative work of the Alliance in one general office and under one General Secretary-Treasurer. To this position Mr. Barnett was now appointed. Previously the Secretary-Treasurer had voted as a member of the Executive Council. It was now considered to the best interests of the Alliance to separate the policy-making power from that of the execution of the policy. For this reason a resolution of the same Annual General Meeting ruled that the General Secretary-Treasurer should not have power to vote on matters before the Executive Council.¹

1. A.T.A. Magazine, Vol. IV, May, 1924, pp. 15, 16.

In the same year accommodation was procured in the Imperial Bank Building in Edmonton and while the space occupied has been expanded the office still remains in that building. At the Annual General Meeting in 1947, initial steps were taken toward the erection of suitable headquarters for the A.T.A. A resolution of that year provided for the establishment of a Building Fund to which \$20,000 was to be transferred from the General Fund and \$3,000 was to be added annually until it reached \$30,000.¹ A suitable site for the headquarters has been purchased and at a recent meeting of the Executive Council plans were made to proceed with the erection of the building.

As the membership of the Alliance grew and the number of Locals increased, it was felt that these groups were too small to serve the best interest of the organization. The Local often consisted merely of the staff of one town school with a few teachers from nearby rural districts. It was to meet this situation that the Executive in 1932 began to encourage the formation of District Associations representing a number of adjacent Locals in districts including about forty or fifty schools.² Associations of this kind had already

1. A.T.A. Magazine, Vol. XXVIII, Jan., 1948, p.35.

2. A.T.A. Magazine, Vol. XIV, Nov., 1933, p.16; also April, 1934, p.9.

been formed in the Smoky Lake and Czar districts. It was not intended that the District Associations should supplant the Locals as the administrative units of the Alliance but it was felt that they would serve two other important purposes. They would give teachers the opportunity of meeting a large number of their fellows for social and educational pursuits and they would also make it possible for members of the Executive to meet the teachers personally and lay before them matters of immediate importance. It was found also that they were a valuable means of obtaining the views of the whole membership on any current issue. The Executive of each District Association consisted of a President, a Vice-President, and a Secretary-Treasurer, together with representatives of the Locals on the basis of one representative for every ten teachers.

This formation of larger units within the Alliance facilitated the work of re-organization which followed the establishment by the Provincial Government of the large Divisions in administration. It seemed logical that the units of the Alliance should be aligned with the administrative divisions. Consequently as new Divisions were formed steps were taken to re-organize

the Association on the same basis. In each Division there was now to be a Local which represented all the teachers in that section in dealings with the Divisional Board. The former Locals became Sub-Locals with their individual Executives. The Executive of the Local was to be made up of the usual officers, President, Vice-President and Secretary-Treasurer, along with Councillors representing each of the supporting Sub-Locals. Charters were issued to the Locals when their constitutions and by-laws had been approved by the Executive Council of the Association, while certificates were issued to the Sub-Locals on the advice of the Executive of the Locals. Here was an organization which prevented any over-lapping in dealing with the Divisional Board, and which made it possible for all the members to be kept informed upon important Association matters. In order to assure unity of policy in dealing with the Government one of the By-Laws regarding discipline under authority of the Teaching Profession Act of 1935 forbade the Locals or any other groups of teachers to approach the Government on questions dealing with educational policy or affecting the interests of the teachers as a whole, without the knowledge and

approval of the Executive Council of the Association. Further provision was also made in the general By-Laws of the A.T.A. for the appointment of an adjustment committee to settle disputes between Locals in centres where more than one Local had been formed.¹

The passing of the Teaching Profession Act necessitated very little change in the Constitution of the A.T.A. The existing Constitution and By-Laws were embodied in the new Act, the compilation of which was largely the work of Mr. Barnett. The only major change was in the name of the organization. "The Alberta Teachers' Alliance, Incorporated," became "The Alberta Teachers' Association".² The Executive Council of the Alliance became by an electoral vote the acting Executive Council of the Association and the organization proceeded on its course in unbroken continuity.

As the Association grew in numbers and responsibility, the work of the Executive Council increased

1. A.T.A. Magazine, Vol. XVI, May, 1936, pp. 10-15.

Ibid., Vol. XVIII, Jan. 1938, p.1.

2. A.T.A. Magazine, Vol. XV, May, 1935, p.5.

accordingly and it became necessary to delegate some of this work to various committees of the Executive sometimes drawing upon the other members of the Association. The President and General Secretary-Treasurer were therefore made, ex-officio, members of every committee. The new By-Laws also placed restrictions on eligibility for membership on the Executive Council. Only those who had been members in good standing of the Association or of another recognized teachers' association for at least four years were eligible to hold office in the Association while the President must have served previously as a member of the Executive Council. According to the By-Laws also, no change could be made to those in existence without the approval of a two-thirds majority of the whole membership in an electoral vote.¹

The passing of the Teaching Profession Act brought a large expansion in the membership of the Association and correspondingly increased the number of delegates to the Annual General Meeting. At the same time there was a considerable degree of dissatisfaction with the fact that so much of the business of

1. A.T.A. Handbook, 1947, pp. 47-60.

the Annual Meeting was of necessity carried on by committees who submitted reports to the general meeting. Another difficulty was found in the fact that it was almost impossible to call together a representative body of the Association at any time in the year other than at the Annual General Meeting, no matter how urgent the questions to be discussed might be. It was felt that while the electoral vote gave the members an opportunity to pass judgement on a major proposal, nevertheless it did not give adequate opportunity to discuss such a question. It was with these points in mind that the Executive Council in 1944 submitted to the Fall Conventions of the Locals a proposal for a major change in the constitution.¹ This would replace delegates to the Annual General Meeting who acted only for the period of its sessions and under advice from the Locals and then reported back to their respective groups, by Councillors chosen by the Locals in the Fall Conventions who would hold office for the entire year. The Councillors were to be given wide discretionary powers and could act without direction

1. A.T.A. Magazine, Vol. XXV, Oct., 1944, p.10.

from the Locals. They would serve as links between the Executive Council and the Locals and would be in a position to keep their groups more fully informed of the activities of the Association. These Councillors would now compose the Annual General Meeting, the membership of which would be greatly reduced by the adoption of the following system of representation. Locals with a membership of less than one hundred would choose one Councillor, of less than two hundred two Councillors, of less than three hundred three Councillors and of over three hundred four Councillors.¹ Since they would be permanent representatives of their Locals, the Councillors would take from the District Representatives, who made up the Executive Council, the almost impossible task of keeping in touch with the membership in their large geographic districts. At the December Executive Council meeting the General Secretary-Treasurer reported that the electoral ballot on the matter had indicated that eighty per cent of the members favoured the change.² Accordingly a committee of the Executive was appointed to draw up the proposed amendment to the

1. A.T.A. Magazine, Vol. XXV, Oct., 1944, p.10.

2. Ibid., Jan., 1945, p.21.

By-Laws to be confirmed at the next Annual General Meeting.¹ This ratification was duly given and the new method of representation is proving much more satisfactory than the old.²

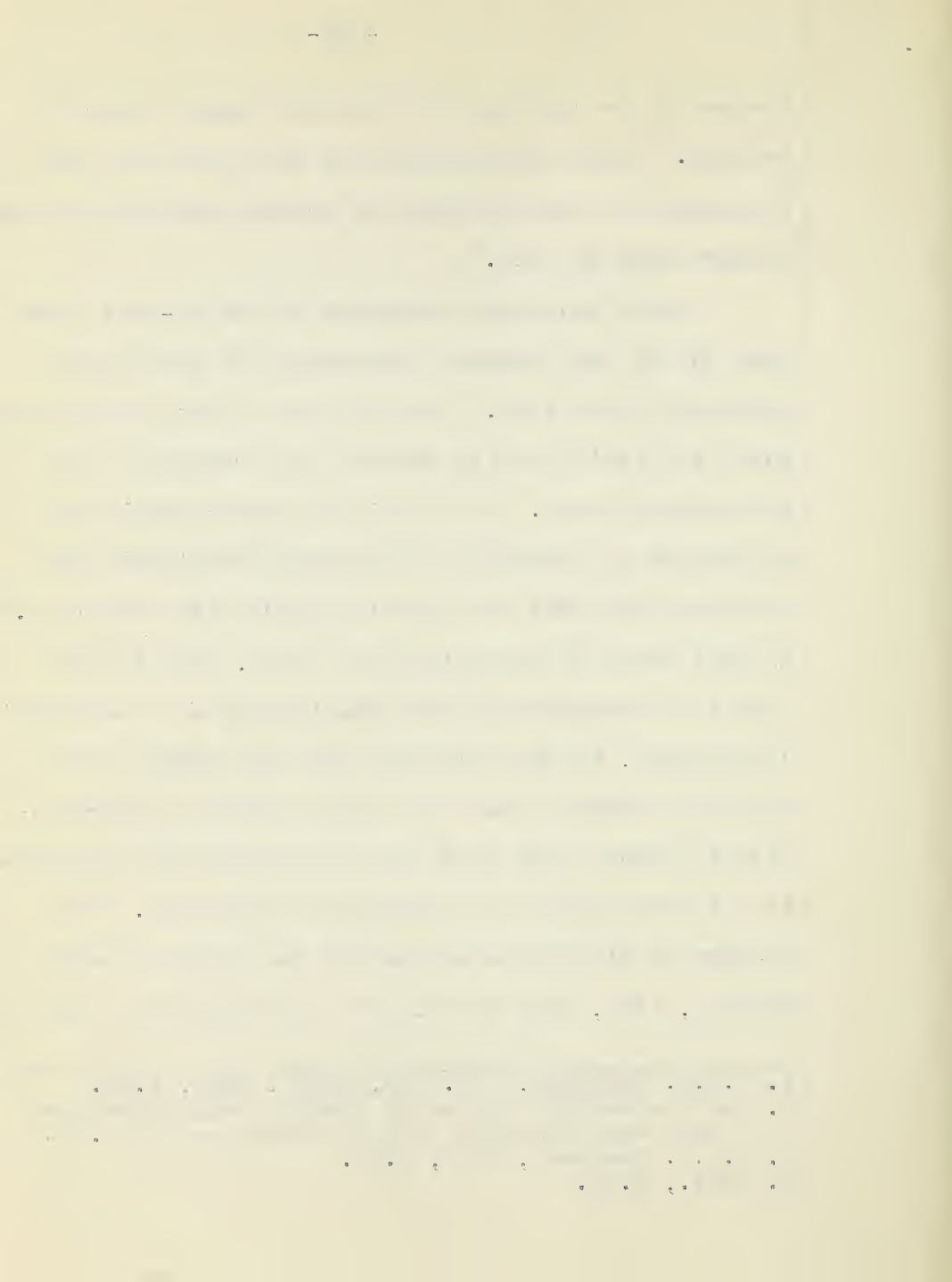
Other necessary additions to the By-Laws which grew out of the Teaching Profession Act were those governing discipline. The Act gave to the Association power to discipline its members for breaches of the professional code. To do this the Association was authorized to establish a Discipline Committee³ and provision was made for appeals against its decisions.⁴ As this power of discipline was great, even to the point of recommending the cancellation of a teachers' certificate, it was necessary that the utmost care should be taken to make the whole matter of unprofessional conduct very clear and to outline the procedure in all cases before the Discipline Committee. The By-Laws re Discipline adopted by the Annual General Meeting, 1936, duly established the Discipline Committee

1. A.T.A. Magazine, Vol. XXV, April, 1945, p.25.

2. For the earlier system of election which involved a much more numerous body of delegates see p.18.

3. A.T.A. Handbook, 1947, p.18.

4. Ibid., p.20.



for which statutory provision had been made and the following statement of unprofessional conduct was adopted:¹

"..... every member shall be deemed guilty of unbecoming or improper conduct who -

- (a) wilfully takes, because of animosity or for personal advantage any steps to secure the dismissal of another teacher;
- (b) wilfully circulates false reports derogatory to any fellow teacher, or to any other person associated with education in the Province of Alberta;
- (c) maliciously, carelessly, irresponsibly or otherwise not in fulfilment of official duties, criticizes the work of a fellow teacher in such a way as to undermine the confidence of the public and pupils;
- (d) publishes or circulates any false or mischievous statements or enters into any collusive arrangement meant to circumvent or nullify any of the Acts of the Legislature pertaining to teachers or schools or the regulations of the Department of Education;
- (e) where he is one of a local group, bargains on his own behalf on questions affecting each and all members of the group;
- (f) is addicted to the excessive use of intoxicating liquors or the excessive or habitual use of opiates or narcotics, as defined in the Opium and Narcotic Drug Act, (Chapter 144, R.S.C. 1927), and amendments thereto;
- (g) has been convicted of an offence under the Criminal Code of Canada."

1. A.T.A. Handbook, 1947, pp. 62, 63.

Some difficulties have arisen from time to time over the interpretation of the Constitution. The chief of these have been the question of the precise relationship between the General Secretary-Treasurer and the Executive Council and the question of the "responsibility" of the Executive Council to the Annual General Meeting. In neither case has the relationship been entirely clarified but at the same time, the unanimity of purpose of all concerned has prevented either from becoming a major issue.

In the case of the General Secretary-Treasurer, it has been necessary to place most of the responsibility for the administration of the affairs of the Association in his hands. Although the Executive meets at intervals throughout the year to make decisions on major questions, the General Secretary must assume more power than is usually delegated to such an officer. The exact delineation of this authority is difficult to determine and the resultant uncertainty has led at times to some difference of opinion.

A somewhat similar situation arises in the relationship between the Executive Council and the Annual General Meeting. Since the members of the

Executive are elected by the whole body of the Association and not by the Councillors at the Annual General Meeting, it has been contended that the Executive Council is not responsible to the representative body but to the membership at large. For this reason therefore, the decisions of the Annual General Meeting must be regarded as merely directives to the Executive and it is not compelled to act upon them. However, since there is almost complete unanimity of purpose between the two groups this technicality has seldom caused serious friction.

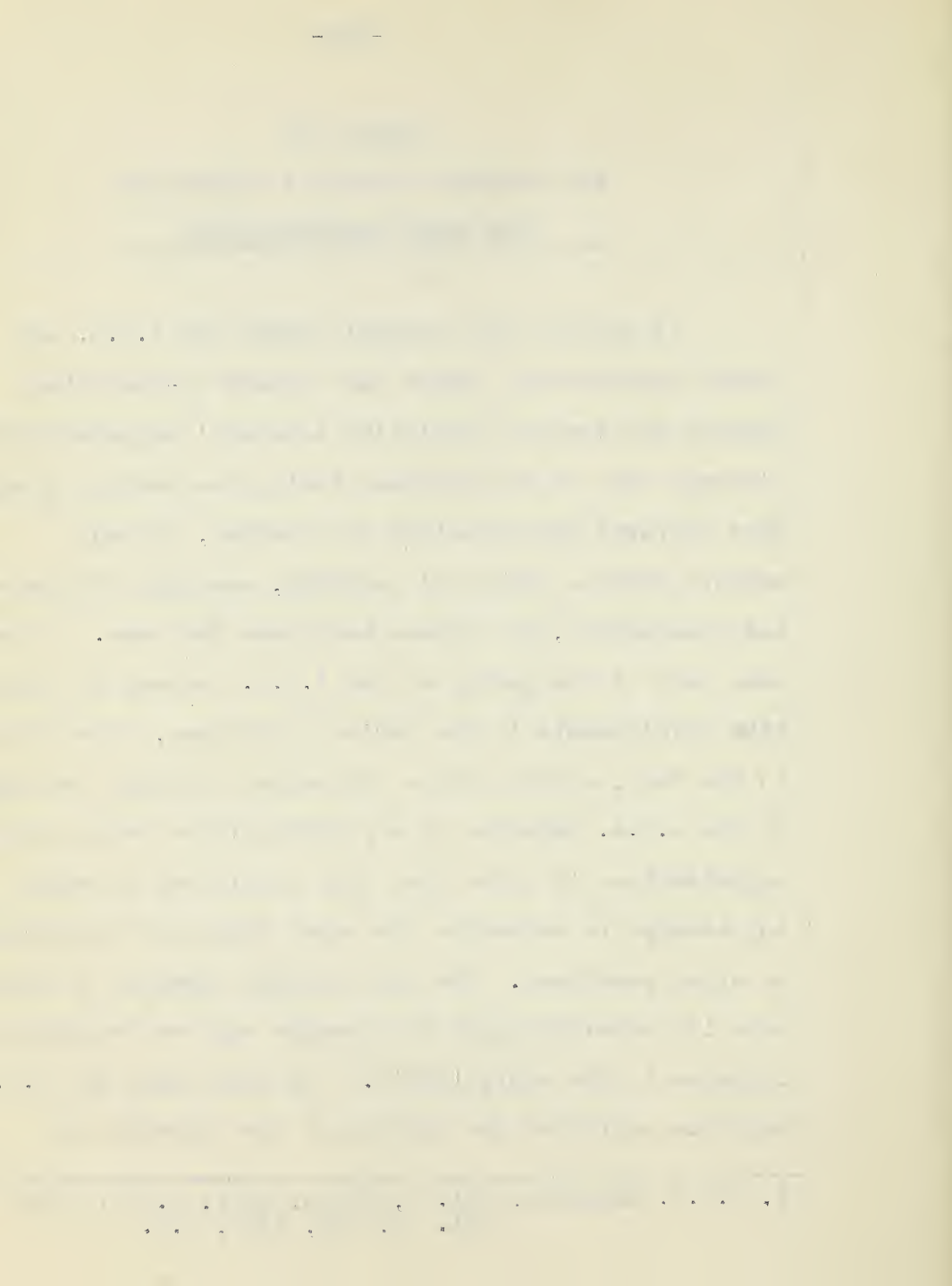
Chapter IX

THE CANADIAN TEACHERS' FEDERATION

AND OTHER ORGANIZATIONS

As part of its original policy the A.T.A. has worked consistently toward the closest co-operation between the various provincial teachers' organizations. Although some of the problems facing the various groups have differed from province to province, in many matters such as financial security, security of tenure, and recognition, the issues have been the same. It has been part of the policy of the A.T.A. to keep in touch with developments in the various provinces, especially in the West, and to advise its members through the pages of the A.T.A. Magazine of any difficulties facing sister organizations in order that they should not be party to any attempt to undermine the stand taken by the teachers of other provinces. The most notable examples of this were in connection with the Brandon and New Westminster disputes in the early 1920's.¹ In both cases the A.T.A. Magazine published the details of the quarrels and

1. A.T.A. Magazine, Vol. I, March, 1921, p. 15; also Vol. II, May, 1922, p.9.



warned its members against accepting positions under either Board of Trustees. On the other hand the Alliance received similar support from the other provincial organizations in some of its most serious difficulties notably in the Edmonton and Blairmore incidents.¹ Besides offering moral support the various provincial organizations through the Canadian Teachers' Federation helped to meet the serious financial difficulties involved in these disputes.

In 1930 when economic conditions in education were at their worst the Alliance sent delegates to a meeting of representatives of the three Prairie Provinces in Saskatoon. The purpose of the conference was to draft some plan for solving the pressing financial problems.² Again in 1938 representatives attended a similar meeting to discuss problems of adult education.³ Recently, in 1947, another joint meeting was called in Edmonton to reach agreement on a suitable salary schedule to be sought by the teachers' organizations of the Western Provinces.⁴

1. A.T.A. Magazine, Vol. VI, April, 1926, p.7.

2. Ibid., Vol. XI, May, 1931, p.4.

3. Ibid., Vol. XVIII, April, 1938, p.12.

4. Ibid., Vol. XXVIII, Jan. 1948, p.29.

Although such conferences have been valuable in facing what might be called sectional problems the greatest co-operation has been achieved through the Canadian Teachers' Federation. This body grew out of a proposed federation of the teachers' organizations of the four Western Provinces. In October, 1919, a meeting of representatives of the four Provinces was held in Winnipeg to discuss the possibility of such a federation, and plans were made there for a similar conference in Calgary the following year to outline the details of the organization.¹ To this meeting, which took place during July, came representatives also of the Ontario Women Teachers' Association and the Ontario Male Teachers' Association with full power to act for their organization if such a federation were formed. They were therefore welcomed as delegates to the conference and the work of planning the federation proceeded. The Canadian Teachers' Federation, as the new association was named, was so constituted as to permit the inclusion of all the teachers' organizations of Canada if they should so wish.² Resolutions

1. A.T.A. Magazine, Vol. I, June, 1920, p.15.

2. Ibid., August, 1921, p.3.

embodying uniform policies on questions common to all the Provinces were adopted and plans were made for regular annual meetings in various cities throughout Canada. By 1927 the Canadian Teachers' Federation included all the Provinces of Canada.¹

In the Summer of 1930 the Alberta Alliance played host to the Canadian Teachers' Federation in a convention the sessions of which were held successively in Calgary, Edmonton and Jasper. At this last meeting Mr. J. W. Barnett who had been a regular representative of the A.T.A. at the conventions was named President, a fitting tribute to his work for teachers' organizations in Canada. Dr. H. C. Newland, President of the Alliance during 1920-21, had been chosen President of the Canadian Teachers' Federation in 1923. In 1938 Dr. M. E. Lazerte, then President of the Alliance, received a similar honor and again in 1942, Mr. Raymond E. Shaul, who had also served as President of the A.T.A., was elected to the same position.

Members of the A.T.A. have also taken important parts in the work of various committees of the Canadian

1. A.T.A. Handbook, 1947, p.13.

Teachers' Federation. In 1928 a committee of the Alliance presented a report to the Annual Conference on educational costs. At the 1930 and 1932 Conferences Mr. M. P. Watts, M.A., now of the Department of Education but then a member of the Alliance, submitted reports of the Examination Enquiry Committee of which he had acted as Chairman. It was the Alberta delegation which in 1928 had first suggested that the Federation should approach the National Research Council for a grant to be made to research in Educational Psychology. It was not surprising then that in 1934 Mr. Barnett should be named to a committee in charge of a Bureau of Research established by the Federation. Alberta continued to urge Federal interest in educational research and in 1937 Dr. Lazerte was made chairman of a committee pressing for the establishment of a Dominion Research Council for Social Sciences. When during 1939 the Canadian Council for Educational Research was finally set up, Dr. Lazerte, as representative of the Canadian Teachers' Federation, was made Chairman of that important body.

During 1939 a comprehensive report on salaries,

salary schedules and negotiations was compiled by Mr. A. J. H. Powell, M.A., of the Alberta Association for presentation at the Conference of that year. Mr. Powell subsequently was named Director of a publicity campaign to secure higher standards of living for Canadian teachers and to educate the public as to the justice of their claims for Federal aid in education. At the 1945 Conference when Federal aid had become a major interest of the Canadian Teachers' Federation, Alberta presented a brief on Educational Finance prepared by Dr. K. Argue of the Faculty of Education in the University of Alberta. The Canadian Teachers' Federation continues to play an important part in moulding public opinion on education and is yet further evidence of the foresight of the early leaders of the A.T.A. who were to no small degree responsible for the founding of the national organization.¹

1. All the information on the activities of the Canadian Teachers' Federation is from Annual Reports of the C.T.F. in the A.T.A. Magazine.

Chapter X

CONCLUSION

In a little over thirty years the Alberta Teachers' Association has advanced very far along the road towards the attainment of those goals to which it directed its course when it was first organized. First and foremost it has established itself as a truly professional body, recognized by the Government and School Boards alike as the official organization of the teachers of Alberta, empowered to act on their behalf and to voice their views in educational matters. It was the first teachers' group in the British Commonwealth of Nations to achieve disciplinary powers over its membership and the second professional teaching group to obtain statutory membership.¹ It has gone far towards winning for teachers their proper economic status, with much higher salary schedules, security of tenure and what is recognized as one of the best pension schemes for teachers in Canada. It includes in its membership almost all the teachers

1. A.T.A. Handbook, 1947, p.15.

engaged in schools in Alberta, both public and private,¹ and has taken a leading part in the activities of the Canadian Teachers' Federation. It has, moreover, succeeded to a marked degree in winning the confidence of both the educational officials and the public in general, through its moderation and its insistence upon professional conduct on the part of its members. It has given to the teachers a feeling of security and confidence and has awakened in them a professional consciousness and a broader interest in educational problems. An analysis of some of the reasons for its success may be interesting.

One of the greatest single factors contributing to its success has been the consistency of its objectives and policies. Although minor problems have at times thrust themselves forward and although there have been some differences of opinion over the methods to be adopted, the members of the Association have never lost sight of their real objectives. With the utmost determination they have worked toward their

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1. According to the Teaching Profession Act all teachers in public and separate schools must be members of the A.T.A. Membership of others is optional.

goal. Failure at any one point seems to have spurred them on to renewed efforts and at no time have they "failed to see the forest for the trees".

At some stages the Association has been favoured by the turn of events as was the case in the advent of the Social Credit Government to power, led by a former member of the Association, and including among the legislators a number of teachers who were able to present the case of the profession advantageously to their fellow members. At the same time there has been a gradual assimilation by the Department of Education of former members of the A.T.A. who have viewed the position taken by the organization with understanding, and have helped to break down the hostility with which the Departmental officials first viewed the Alliance. At the present time almost all the officials of the Department of Education, including the Minister and Deputy Minister, have been members at some time of the Teachers' Association.

Combining with these two factors and to no small extent rendering them effective, has been the faithful work of many of its members. The A.T.A. still numbers in its membership some who were with the

organization at its inception, who have helped to give it that consistency of policy and purpose which has meant so much to its success and who have worked loyally and selflessly for their fellow teachers.

It is difficult to overestimate how much of its success the A.T.A. owes to the devotion of the late Dr. J. W. Barnett who was the first General Secretary-Treasurer and served in that capacity from 1917 to his retirement in 1946. When he came to Alberta in 1911 he had already had valuable experience with teachers' organizations in England. From 1909 to 1911 he had been President of the Surbiton and District Branch of the National Union of Teachers and he brought with him to Alberta a conviction of both the value of and the need for such organizations among teachers everywhere. It was therefore the great good fortune of the Alliance that in 1920, when the need was felt for a permanent and full-time General Secretary-Treasurer, that Mr. Barnett agreed to devote himself to the work. With unrelenting determination he strove to achieve those purposes for which the Alliance was formed. With exceptional organizing skill and the ability to see past the smaller questions to the real issues at

stake, he succeeded in guiding the young organization through very difficult times and had the satisfaction of seeing it become one of the most successful associations of teachers in Canada. Recalcitrant School Boards learned to fear him, teachers everywhere learned to trust him and, although he made some enemies, as one with his energy and determination was bound to do, everyone learned to respect him as one of the leading authorities on educational problems and on school law. After thirty years of service with the A.T.A., for he remained with the organization after his retirement from office in an advisory capacity, he must have looked back upon what could be regarded as his life's work with the satisfaction of knowing that his was a task well done. The teachers of Alberta had become, in the words of their motto, "Magistri Neque Servi", Masters and not Slaves.

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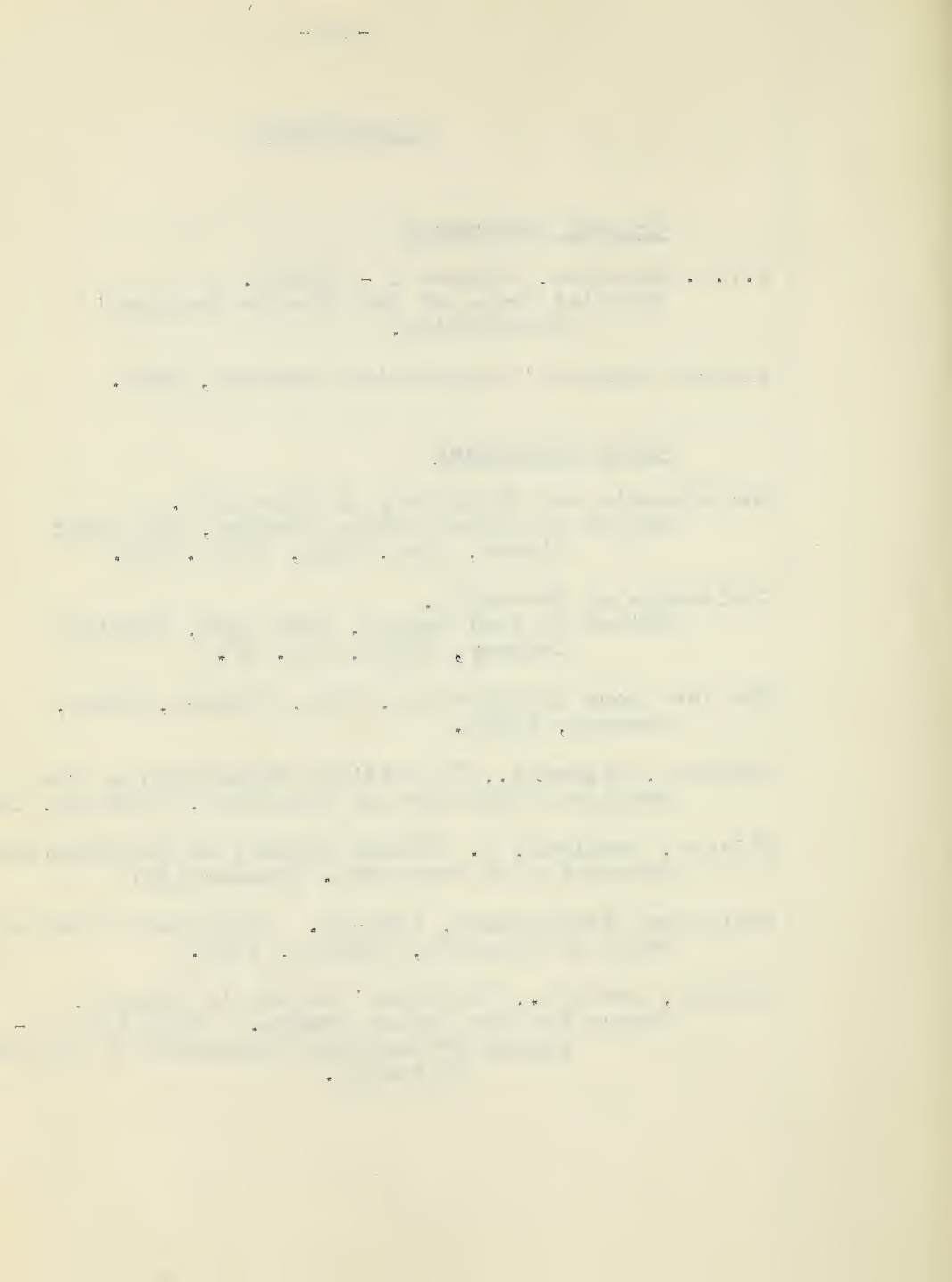
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Appendix

PRESIDENTS OF THE ALBERTA TEACHERS' ASSOCIATION

Dr. George D. Misener, Edmonton	1917-1919
Mr. T. E. A. Stanley, Calgary	1919-1920
Dr. H. C. Newland, Edmonton	1920-1922
Mr. Chas. E. Peaseley, Medicine Hat	1922-1923
Mr. J. E. Somerville, Edmonton	1923-1924
Mr. W. W. Scott, Calgary	1924-1925
Mr. Fred Parker, Calgary	1925-1926
Mr. A. Waite, Edmonton	1926-1927
Mr. H. Sweet, Lethbridge	1927-1928
Mr. H. D. Ainlay, Edmonton	1928-1929
Mr. A. J. H. Powell, Fort Saskatchewan	1929-1930
Mr. R. D. Webb, Calgary	1930-1931
Mr. C. O. Hicks, Edmonton	1931-1932

Mr. M. W. Brock, Calgary	1932-1933
Mr. G. A. Clayton, Edmonton	1933-1934
Mr. E. J. Thorlakson, Calgary	1934-1935
Mr. G. G. Harman, Edmonton	1935-1936
Mr. E. C. Ansley, Medicine Hat	1936-1937
Dr. M. E. Lazerte, Edmonton	1937-1939
Mr. R. E. Shaul, Edmonton	1939-1941
Mr. Jas. A. Smith, Kitscoty	1941-1943
Dr. C. Sansom, Calgary	1943-1945
Mr. H. C. Melsness, Grande Prairie	1945-1947
Dr. H. E. Smith, Edmonton	1947-1948
Mr. E. T. Wiggins, Didsbury	1948-1949

THE TEACHING PROFESSION ACT,

1935

AND AMENDMENTS THERETO

1. This Act may be cited as The Teaching Profession Act.

1a. In this Act, unless the context otherwise requires:-

- (a) "Association" shall mean the Alberta Teachers' Association;
- (b) "Member" shall mean a member in good standing of the Association;
- (c) "Executive Council" shall mean the Executive Council of the Association;
- (d) "Minister" shall mean the Minister of Education of the Province of Alberta;
- (e) "Department" shall mean the Department of Education of the Province of Alberta.
- (f) "Teacher" shall mean a person holding a valid certificate of the Minister;
- (g) "Secretary" shall mean Secretary, Secretary-Treasurer or the General Secretary-Treasurer of the Association.

2. (1) There is hereby established and constituted under the name of: "The Alberta Teachers' Association" a body corporate and politic.

1. The first part of the report deals with the general situation of the country.

2. The second part deals with the economic situation.

3. The third part deals with the social situation.

4. The fourth part deals with the political situation.

5. The fifth part deals with the cultural situation.

6. The sixth part deals with the military situation.

7. The seventh part deals with the foreign relations.

8. The eighth part deals with the internal security.

9. The ninth part deals with the education.

10. The tenth part deals with the health.

11. The eleventh part deals with the housing.

12. The twelfth part deals with the transport.

13. The thirteenth part deals with the environment.

14. The fourteenth part deals with the future prospects.

(2) The Association may take any measure not inconsistent with the provisions of this Act or of any Act or Regulation of the Province of Alberta, which it deems necessary in order to give effect to any policy adopted by it with respect to any question or matter, directly or indirectly affecting the teaching profession.

3. The objects of the Association shall be:

- (a) To advance and promote the cause of education in the Province of Alberta;
- (b) To raise the status of the teaching profession -
 - (1) by initiating and promoting research in methods of arousing interest in presentation of teaching the various subjects of the curriculum;
 - (2) by establishing research libraries and circulating libraries of books, treatises and papers designed to assist the teacher in the classroom;
- (c) To promote and advance the interests of teachers and to secure conditions which will make possible the best professional service;
- (d) To arouse and increase public interest in educational affairs;
- (e) To cooperate with other teachers' organizations in the provinces of the Dominion of Canada and throughout the world, having the same or like aims and objects.

4. (1) All persons carrying on the profession of teaching in any institution of the Province of Alberta, supported by provincial or municipal taxation, which maintains a department for giving instruction in

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the courses of study prescribed for elementary, secondary, or technical schools under the jurisdiction of the Department of Education of the Province of Alberta shall, as a condition of their employment or continued employment, be members of the Association:

Provided that when a teacher enters upon any contract of engagement with the Board of Trustees of any School District in the Province of Alberta, he shall give notice forthwith in writing to the Secretary of the Association of the date of his proposed employment and the remuneration agreed upon, and in such case the Board of Trustees may employ the teacher unless and until the Association notifies him in writing that the teacher is not a member.

(2) The following persons shall be eligible for membership in the Association: teachers in any Normal School or School of Education; members of the Faculty of the University of Alberta; teachers in any Provincial School of Technology; teachers in any School of Agriculture; teachers in any other educational institution of the Province.

(3) Unemployed teachers who hold a valid certificate of the Minister shall also be eligible for membership.

(4) A member who is not the holder of a valid, permanent certificate of the Minister and who has had less than two years' experience in teaching shall be known as an Associate Member with the same rights, privileges and benefits, and subject to the same limitations and restrictions as other members;

Provided, however, that an Associate Member shall not be eligible for election as a member of the Executive Council nor for election or appointment as a member of any committee or board of the Association dealing with discipline, training or certification of teachers, or with courses of study for schools operating under the jurisdiction of the Department.

5. The Association shall consist of a federation of Local Associations and members at large.

6. (1) The Association in general meeting may pass by-laws not inconsistent with the provisions of this Act or of any Act or Regulation of the Province of Alberta respecting -

- (a) the election of the Executive Council and officers of the Association;
- (b) the formation, government, management and dissolution of Local Associations;
- (c) the management of its property and affairs and its own internal organization and administration;
- (d) the maintenance of the Association and the fixing and collecting of annual and other fees;
- (e) the time, place and conduct of the annual and other meetings of the Association;
- (f) discipline, including the suspension and expulsion of members;
- (g) all such other matters as may be deemed necessary or convenient for the management of the Association and the promotion of its welfare or the conduct of its business.

(2) The Association may also amend, alter or repeal any by-laws.

(3) No such by-laws or amendments or repeal thereto, relating to discipline, shall be valid or take effect until approved by the Lieutenant-Governor-in-Council.

(4) Any witness failing to attend before the Discipline Committee, constituted pursuant to the By-Laws of the Association Relating to Discipline, in obedience to a notice requiring him to attend and give evidence before such Committee, or failing to

produce any books, papers or other documents or in any way to comply with such notice, or refusing to be sworn or to answer any question allowed by such Committee, shall be liable to attachment upon application by notice of motion to a Judge of the Supreme Court and may be punished as for contempt of court; and where such witness is the member of the Association whose conduct is being investigated, such failure or refusal shall be deemed unprofessional conduct within the meaning of the By-laws of the Association Relating to Discipline.

7. (1) The Association shall be governed by an Annual General Meeting to be held during Easter week of each year, or at such other times as may be deemed expedient by the Executive Council.

(2) The Annual General Meeting shall be composed of the officers, the Executive Council and the delegates from Local Associations, as provided by the by-laws.

8. The business of the Association shall be transacted and carried on by the Executive Council, to be elected or appointed as provided in the by-laws. The Executive Council shall be composed of the officers of the Association and at least eight others to be elected by districts.

9. The fees of members of the Association shall be those fixed from time to time by the by-laws.

10. (1) The trustees of any school district in the Province of Alberta are hereby empowered and shall retain from the salary of each and every teacher the amount of membership dues fixed and prescribed by the Association, and all moneys so retained shall be deemed to be a payment on account of such salary and shall be deemed to be a payment on account of membership dues by the teacher from whom such sum has been retained.

(2) The Department of Education of the Province of Alberta is hereby empowered and shall retain at the end of each school term, from the grants payable to each and every school district under The School Grants Act (R.S.A. 1922, Chap. 53) in aid of schools organized and conducted under the provisions of The School Act, an amount equal to the amount so required and retained by such school district from the salary of the teacher, and to receive and pay over to the Association the moneys so retained on account of membership dues of the teacher from whom the said sums were originally retained, and all moneys so retained and paid over shall be deemed to have been paid over to and received by the school district on account of the aforesaid grants;

Provided, however, that any school district, with the consent of the Minister, obtained on request in writing of the Secretary, may pay the fees of members employed by them direct to the Association.

11. Nothing in this Act shall be deemed to interfere with the rights of Separate Schools as provided in The School Act.

TEACHING PROFESSION APPEAL BOARD

11a. (1) There shall be constituted a board to be known as the Teaching Profession Appeal Board consisting of three members, one of whom shall be appointed by the Executive Council and two by the Lieutenant-Governor-in-Council.

(2) It shall be the duty of the Teaching Profession Appeal Board, and it shall have power, -

(a) to appoint a chairman and secretary;

(b) To serve as a board of appeal in case of suspension or expulsion or other

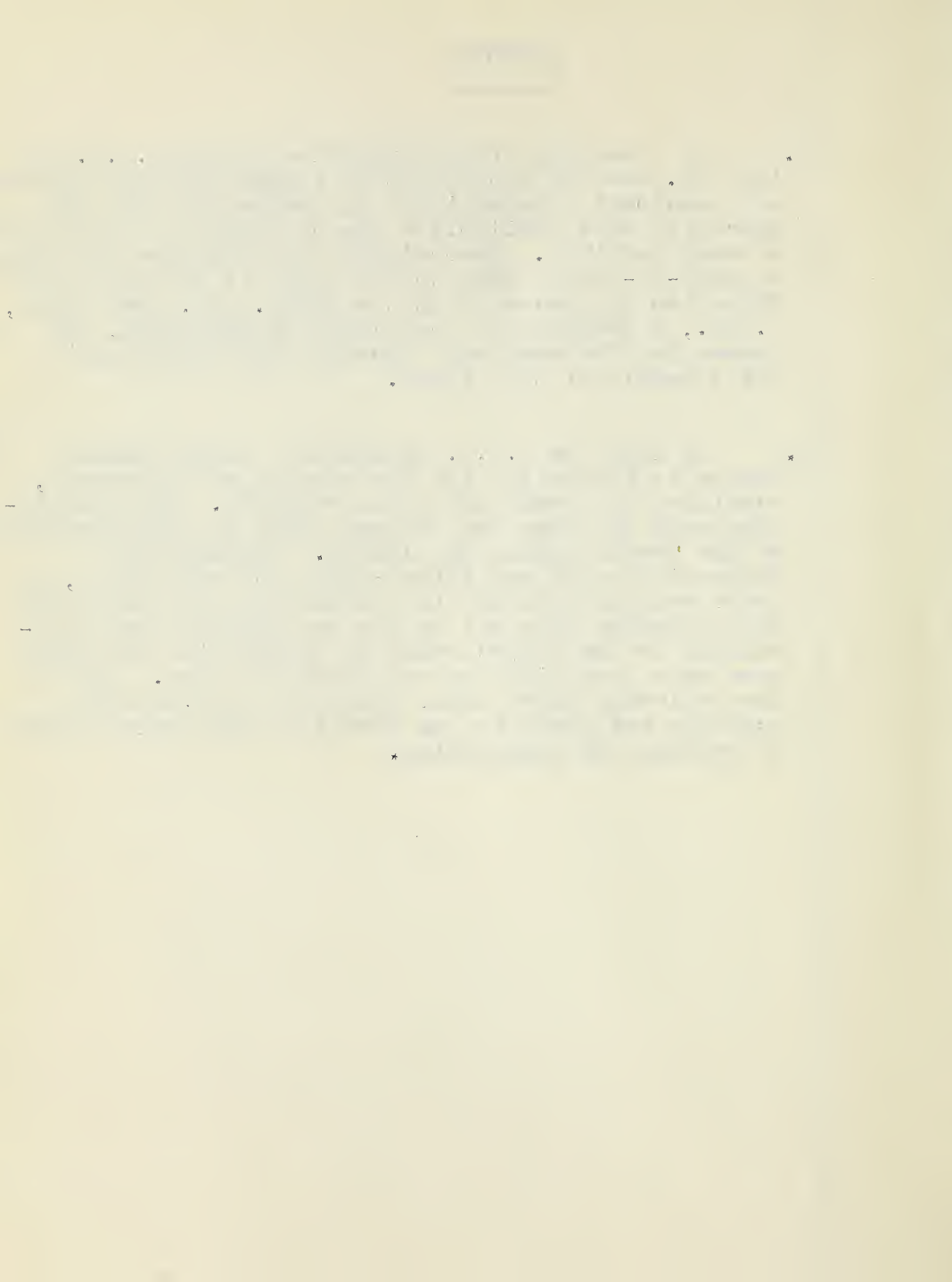
disciplining of members of the Association, or to investigate on the order of the Minister cases involving suspension or cancellation of teachers' certificates.

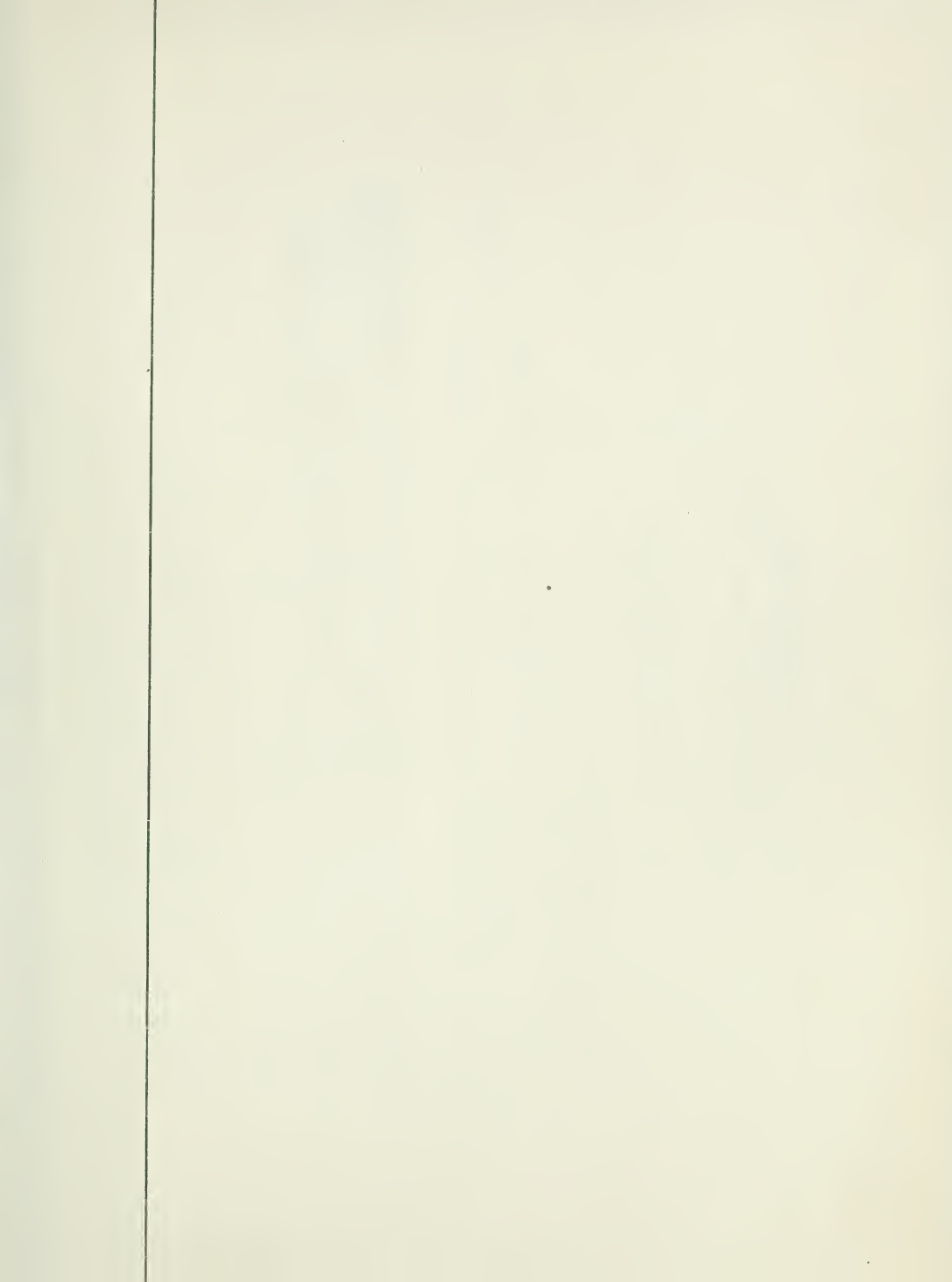
11b. In the event of any teacher being suspended or expelled from membership in the Association, or otherwise disciplined by the Executive Council, such teacher shall be entitled to appeal to the Teaching Profession Appeal Board, and in case the said Board confirms such decision of the Executive Council, the Association may advise the Minister to suspend or cancel the certificate of such teacher.

12. Every person guilty of violating any provision of this Act, or any of the by-laws made thereunder, shall be liable to a fine of not more than Twenty-five Dollars (\$25.00) recoverable with costs under the provisions of the law respecting summary convictions.

ADDENDA

1. At a meeting of the Executive of the A.T.A. in 1937 Dr. Lazerte proposed that a careful study be made of vocational opportunities in Canada and that the Executive make available a sum of money to render such a study possible. Accordingly the Executive provided a grant-in-aid of \$600 to a student in the School of Education to proceed with the study. Mr. Fred Tyler, B. Sc., a graduate of the School of Education, was chosen for the work and "Choosing Your Life Work" was a result of this study.
2. In 1940 the A.T.A. sponsored a second Summer Course in Psychology and Supervision of Arithmetic, supplying the books and tests required. The Association paid the fees and railway fares of representatives of the Locals taking the course. Although the University would not allow credit for the course, so great was the interest it aroused that in January of the following year all of the one hundred books pertaining to the subject were in circulation and there were more than fifty reservations for them. During the following years also, there was considerable activity and study in the Locals on the whole subject of testing and supervision.





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